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FEDERAL AVIATION ADMINISTRATION OFFICE AND FACILITY CONSOLIDATIONS

HEARING

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE

NINETY-NINTH CONGRESS

FIRST SESSION

SPECIAL HEARING

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FEDERAL AVIATION ADMINISTRATION OFFICE AND FACILITY CONSOLIDATIONS

FRIDAY, JANUARY 4, 1985

U.S. SENATE,
SUBCOMMITTEE ON TRANSPORTATION AND RELATED AGENCIES,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C.

The subcommittee met 10:10 a.m. in room SD-138, Dirksen Senate Office Building, Hon. Mark Andrews (chairman) presiding.

Present: Senators Andrews and Abdnor.

DEPARTMENT OF TRANSPORTATION

FEDERAL AVIATION ADMINISTRATION

STATEMENT OF DONALD D. ENGEN, ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION

ACCOMPANIED BY:

NORBERT A. OWENS, DEPUTY ASSOCIATE ADMINISTRATOR FOR AIR TRAFFIC
MARTIN T. POZESKY, DIRECTOR, PROGRAM ENGINEERING AND MAINTENANCE SERVICE
ANN TUCKER, OFFICE OF MANAGEMENT SYSTEMS
HARVEY SAFEER, DIRECTOR, AVIATION POLICY AND PLANS
FRED GILMORE, DIRECTOR, ACQUISITION AND MATERIEL SERVICE

Senator ANDREWS. The subcommittee will come to order. This morning we will hear testimony from Federal Aviation Administrator Donald Engen on the subject of facility consolidations. This issue has been one of continuing concern to the Congress, both from the standpoint of maintaining a high level of aviation standards and services, as well as from implementation of the national air space system plan.

For the second year, the Federal Aviation Administration has provided the subcommittee with its 3-year proposal for facility consolidations. Integral to the plan is the closure of flight service stations.

Congress instructed the FAA to provide equal or better service to FSS users. At last, FAA has taken delivery on the automated equipment which will lead to increased productivity and enhanced services. Also, most of the 61 sites for automated flight service stations have been selected by the FAA. Several communities have completed construction of the buildings which will house the personnel and equip-

ment at the automated site, and rental costs for these buildings will be realized.

We are clearly at a crossroad with this program. The Administrator has spoken to me about his need to notify both FAA personnel and system users of consolidations taking place in the next few years. Preliminary arrangements need to be made since consolidations involve lead time of some 9 months.

When Administrator Engen talked to me last month he felt that it was imperative that we move on this. I reminded him of the language that this committee has put in appropriations bills and reports with which FAA must comply. The reason for this extraordinary session the first week in January is to accommodate his desire for fiscal sanity, along with the opportunity for the subcommittee to have the overview that is appropriate.

So I think, Mr. Administrator, you are doing a great job in meeting your goals and satisfying our requirements at the same time. We want to hear from Administrator Engen on how he has accommodated congressional concerns so that an informed decision for the future can be made.

Are there opening statements for any of my colleagues?

[No response.]

Senator ANDREWS. You may proceed.

OPENING STATEMENT

Mr. ENGEN. Thank you very much, Mr. Chairman. It is indeed a pleasure to be here before you. I welcome the opportunity to discuss our facility consolidation plan with you today.

I have with me on my far right Mr. Norbert A. Owens, who is Deputy Associate Administrator for Air Traffic. On my immediate right, Ms. Ann Tucker from the Office of Management Systems, and on my left, Mr. Martin T. Pozesky, Director, Program Engineering and Maintenance Service.

In an effort to be responsive to your questions, I have also asked several other FAA employees to be here, and they are behind me in the event that we need to provide some very specific information.

At your request, the FAA has updated our facility consolidation report that was prepared last year. This revised report has been provided to the subcommittee. Therefore, my prepared statement is very brief and these short remarks I am making right now will be even briefer.

The FAA's goal is to continue to combine the number of facilities that we have throughout the United States and improve our services to the U.S. air traveling public at lower cost to the taxpayer. The major part of our plan this year deals with flight service stations. We intend to reduce over time and in a measured way, the number of flight service stations. I should say we intend to reduce the number of our flight service stations over time, and do this in a very measured way.

It has been my concern that the closing of flight service stations be accomplished in a way that we provide continuous service. We are faced with a chicken or egg situation. Do you close a flight service station first or do you open an automated flight service station first?

The answer has to lie, I think, with a little bit of both.

Today, 12 new flight service station facilities have been built and 8 are standing vacant, ready for occupancy. Additional facilities will be completed and ready for occupany by next October. The cost of the empty buildings in fiscal year 1984 has been about $400,000 and we postulate that the cost for these empty buildings in 1985 will be on the order of about $1.2 million.

These facilities are being built to provide increased capability of service to our air traveling public. We seek to close 12 flight service stations this year in order to use those personnel to man the new facilities and retain maximum flexibility in the operation of the flight service stations. We are committed to providing equal or better service for the aviation public as we do this.

MODEL I SYSTEMS

We are moving ahead with our flight service station automation program. Model I equipment has been installed at our tech center in Atlantic City. Additional model I systems are scheduled for delivery at the new facilities starting in May of this year.

We expect that three of these systems will be in operation by the end of the calendar year 1985.

This consolidation program is a bold move to step out of the 20th century and into the 21st century. There is a great need to get on with our consolidations in order that we can provide better service. There are those that would hang onto the past and resist this change, but I think what I would like to convey today is that our need now is to move in a measured way to demonstrate to these people our capability, and show those who rely on the services of the FAA that there is indeed equal or better service.

The cost effectiveness of the plan depends in large part on our ability to consolidate facilities. It is for this reason that I welcome the opportunity to provide our views and respond to your questions, Mr. Chairman, in order to seek your continued support to promote safe and efficient air travel in the United States.

And that completes my brief opening remarks, Mr. Chairman. I would be very pleased to answer any questions.

[Mr. Engen's statement follows:]

STATEMENT OF DONALD D. ENGEN, ADMINISTRATOR, FEDERAL AVIATION ADMINISTRATION

I welcome the opportunity to discuss FAA's facility consolidation plan with you today. I have with me today Mr. Norbert A. Owens, Deputy Associate Administrator for Air Traffic, Mr. Martin T. Pozesky, Director, Program of Management Systems. They will assist me in responding to any questions you might have.

At your request, the FAA has updated the consolidation report that was prepared last year. FAA has provided the Subcommittee with copies of the new report, therefore, my prepared statement will be brief.

As you know, in October 1983 FAA submitted a consolidation plan that affected more than 250 facilities and has a potential cumulative cost effectiveness, through 1993, of over $250 million. After reviewing the plan, this committee, in letters to Secretary Dole, requested that flight service station consolidations not be advanced without approval from the committee, and directed that no tower currently open be closed. FAA was permitted, however, to proceed with its plans for consolidating airway facilities sectors and aviation standards field offices.

In compliance with your guidance to Secretary Dole, FAA has not closed any control towers. We have delayed the consolidation of flight service stations with the exception of those facilities which we were given specific authorization to close because they were "anomalies" to last year's plan.

The updated consolidation plan for FY 1985-1987 will result in improved services for the aviation public at lower cost to the taxpayers. This year's plan includes: nine sector office realignments, the consolidation of four aviation standards offices, and substantially modified tower and flight service station programs. The total number of facilities affected by this plan is 156, and the cumulative cost effectiveness through FY-1994 is over $118 million. Although there are fewer savings reported in this year's plan it is responsive to concerns expressed by the committee. Also, it permits the agency to make better use of technological advances to improve efficiency, while reducing costs.

The major portion of this year's plan deals with the flight service stations. It is our intention to reduce, in a measured way, the number of FSS's from the present 311 to 61 by the early 1990's. This modified flight service station program limits consolidations/closures in FY-1985 to those required to support transition to the new facilities. Eight of the new facilities have already been built and are standing vacant awaiting FAA occupancy, seventeen additional facilities will be completed and ready for occupancy by the end of FY 1985. Consolidations in FY-1986 and FY-1987 are limited to those required for transition to these new facilities, or as follow-ons to earlier actions. Follow-on consolidations will be accomplished only after commissioning of automated equipment.

This modified approach reduces the number of planned FSS closures for the FY 1985-87 period to 87 and retains maximum flexibility in the operation of existing FSS's for the FAA, thus providing more measured

transition for the aviation user. As a result of slowing the closure rate, 46 new facilities and 220 existing FSS's will be in operation at the end of FY-1987. As new facilities are commissioned, the remaining FSS's in those flight plan areas will become "attendant" facilities and will receive supervision from the consolidated location. During and beyond this process of consolidation we are committed to maintaining an equivalent or better level of service for the aviation public. This service includes weather observations, to be taken by contract observers at all locations where FAA currently takes the observations; telephone pre-flight planning, pilot briefings and air/ground communications services.

We have demonstrated conclusively that consolidation of FSS's can be accomplished with an equivalent level of service at high activity facilities such as Leesburg, VA, in 1976 and Bridgeport, CT, in March 1984. In addition, we have closed 6 lower activity FSS's (which were anomalous to last year's plan) within the past 12 months and consolidated their functions into busier facilities without any major difficulty or derogation of service to the user. In fact, in each of these instances pilots in the affected areas gained the benefit of services not available prior to the consolidation. These additional services included such things as: fast file capabilities (for filing flight plans); satellite weather information, and en-route flight advisory services.

In connection with the FSS automation program, Model 1 equipment has been installed at our Technical Center in Atlantic City, NJ where an intensive test program has begun. Additional Model 1 systems are scheduled for delivery at the new facilities beginning in May, 1985. We expect that 3 will be in operation by the end of calendar year 1985.

Consolidation of flight service stations in Alaska will not occur during the period of this plan, and when it does occur it is not expected to result in significant difficulties. Based on current implementation schedules, automation equipment will have been thoroughly teste at other locations by the time it is installed in Alaska. Also, the agency will have developed sufficient experience at transitioning to automated facilities to accommodate any unique Alaskan requirements.

The tower decommissioning program has been reduced from 52 to 6 as a result of FAA's thorough review of all control towers. The six towers which are proposed for closure have been temporarily closed since the air traffic controller's strike in 1981, and do not meet criteria for operation as an FAA tower.

I am committed to implementation of the National Airspace System (NAS) Plan which I consider vital to maintaining safety and efficiency in our airspace as well as being a role model for other countries. The cost effectiveness of the NAS Plan depends largely on our ability to consolidate facilities and reduce staff. Failure to follow through on these changes could impact on the projected cost effectiveness, and will strain our already limited personnel resources.

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I am convinced that these consolidations are critical to the success of the NAS Plan and to the twin objectives of improving our existing system while reducing the cost to American taxpayers. I am certain that the Members of the Subcommittee will agree with me that the savings and productivity improvements reflected in this plan should be achieved. Therefore, I seek your continued support in working with us to promote a safe and efficient United Staes air transportation system for the 1990's.

CONSOLIDATION PLANS

Senator ANDREWS. Thank you very much, Mr. Administrator.

Last year's consolidation report called for the closure of 104 flight service stations in fiscal year 1984 to 1986, in that timeframe. This year's report calls for 87 consolidations over 3 years.

Can you explain what accounts for this reduced pace other than congressionally imposed delay? Was last year's plan overly optimistic with regard to the availability of automated facility sites or equipment availability or personnel impact? What explains this change?

Mr. ENGEN. I think you are probably looking at the guy who created the change. When I came on board, Mr. Chairman——

Senator ANDREWS. That's why I asked that guy the question.

ADMINISTRATOR'S REVIEW OF PLAN

Mr. ENGEN. Yes, sir. Thank you.

When I came on board, having flown and lived in the system most of my adult life, I was very interested in our plan. There was a great deal of acrimony in the community about proceeding too fast. People didn't understand where we were going. We hadn't articulated as well, perhaps, as we should have what our plans were.

And I had caused a review of our entire consolidation plan with a view toward moving in a measured way toward eventual consolidation. Where we want to go is no different than where we said we wanted to go before, but I think it is very important that we show you, your committee, and those that use the system, that we can accommodate this consolidation and do it in a way that is going to improve the service to the people.

You can't do that, in my view, by just abruptly closing down and moving rapidly into a new system. So I had caused a study to be made to look at the way in which we were doing it. And so when you see that 87 are planned for consolidation over the next 3 years, that reflects our effort to accommodate to the change and make it appear—well, not appear—make it more gradual and measured as we seek to improve our system.

Senator ANDREWS. Well, in other words, what we have is a new architect on board, and the plans have been revised to a certain extent. But it is not that you found any specific glitches as far as shortage of equipment or whatever else.

Mr. ENGEN. Indeed, Mr. Chairman, I found the hardware and equipment and the concept to be valid.

Senator ANDREWS. No problems with personnel or anything else. It is just that you are putting your own imprint on this program that was put together by your predecessor, and that means the difference of about 20 percent.

Mr. ENGEN. Yes, sir; that is correct.

You mentioned personnel, and that is always foremost in my mind, and although the key is to provide better service to the air traveling public, I always want to think of our employees. You know, when we move people around, it becomes traumatic. And by slowing it down, it is beneficial for our people as well.

SELECTION OF AFSS SITES

Senator ANDREWS. Can you give us a status report on the selection of the 61 AFSS sites? As I understand it, 8 buildings are currently ready for occupancy, and 17 more will become available this fiscal year.

What Federal costs will be borne for the rental of these buildings, and when does that start?

Mr. ENGEN. Well, as we—this past year—let me speak in approximate dollars, and I will ask Mr. Pozesky to come in and back me up.

I estimate that we have spent about $400,000 for empty buildings, and I anticipate that this would grow to about $1.2 million in 1985 if there were no consolidations. And that is basically why I feel that we need to move on. It is a dollars and cents problem.

As you know, our goal is to have 61 automated flight service stations eventually. We have picked 56 at this time, and the status is that we will—we have announced 57, and you may want to ask me about that.

Senator ANDREWS. I really don't, because I talked to you early on at the behest of one of my colleagues, and you assured me, Mr. Administrator, that you were trying to work something out to the satisfaction of the individuals out there, and I assume that is still the answer, isn't it?

Mr. ENGEN. It is indeed the answer, sir. And what I have done is, I have asked the Department of Transportation Inspector General to come in and look at the facts and figures, at the costing, to be sure that we are indeed correct. And that will be adjudicated.

Senator ANDREWS. Many of these, I am sure, were in the same category as they were in North Dakota. Usually, you know, those of us in the Congress who have been here for any length of time like to participate in getting something for one of the communities in our State. But when, in my case, there were six competing for one facility to be awarded, there was no way that I was going to take part in that selection. So the onus has been on you.

The selection was made without any interference from any of the congressional delegation, and I assume that happened in most of the other States, with the exception that I noted in a phone call that I made to you in response to a query.

Mr. ENGEN. I feel very confident, Mr. Chairman, that we have technically adhered to the selection criteria, and it has been a technical selection.

Senator ANDREWS. And as I understand, because these have been technical selections, if there are any questions they can be answered on the basis of technical priorities rather than somebody taking a dart board out, and where the dart landed, that's what you picked, or subject to political pressure.

Mr. ENGEN. Yes, sir.

AUTOMATED EQUIPMENT—MODEL I

Senator ANDREWS. The consolidation report states that the model I flight service automation system was being tested by the contractor and was to be delivered to FAA's technical center this month. What has been the result of the contractor's testing so far?

Mr. ENGEN. I am going to ask Mr. Pozesky to answer that in detail, Mr. Chairman, but I would say to begin with that there was some delay initially, and we have expressed our concern with the contractor. He has responded, and the program is now moving along.

If I could ask Mr. Pozesky to give you a report on this, I would appreciate it.

Mr. POZESKY. Mr. Chairman. the model I system was tested by the contractor. All of the basic functions of the model I system were tested and it passed basic functions. There were certain technical discrepancies which are being worked on, which are normal for any system engineering at this stage.

What I will characterize as the stress tests are going to be performed by the contractor throughout the period of now through April. The first system has been shipped to the technical center. It has been installed, turned on, operated, and it has performed satisfactorily thus far.

The detailed testing—I would call it familiarization and shakedown—is just getting underway at the tech center. We will be in a testing mode both at the tech center and at the contractor's plant between now and about April.

Senator ANDREWS. Well, how long is this extensive testing going to go on? You say you have now begun the intensive part of it.

Mr. POZESKY. We hope to finish qualification tests and ship the first system to the field in May 1985. We have allowed a very, very lengthy time for testing because we want to be sure the system performs adequately.

Senator ANDREWS. I understand that three automated FSS's will be receiving equipment during calendar year 1985. Which ones are they?

Mr. POZESKY. Mr. Chairman, Cleveland, Bridgeport, and Dayton will be the first three automated FSS systems——

Senator ANDREWS. Why only three?

Mr. POZESKY. The systems comes——

Senator ANDREWS. All we have heard is how important this is to get it up, get it moving. Are you going to have to do that same kind of intensive testing with each one, or after you have tested the first one will the other tests go faster?

Mr. POZESKY. No. The intensive testing will be done with only the first sets of equipment. It will only need to be done once. There is

shakedown, local shakedown and familiarization to be done on site in most cases, and as we get further and further down through the deliveries, the time for that will be getting shorter and shorter.

The system really comes in clusters, if you want to think about it that way. A central computer will be installed at the air traffic control center, and then nearby or adjacent automated FSS facilities will also get computers. So the first cluster of equipment will be the central computer at the Cleveland center, and the Cleveland, Bridgeport, and Dayton automated FSS's. That will be shipped as a package, hopefully in May, shaken down, and we have allowed——

Senator ANDREWS. Shaken down on site or in your test facility?

Mr. POZESKY. On site. We have allowed 7 months for the shakedown on site. That's a long time, and I do not want to really guess at this point whether or not all of it is going to be necessary, but we want to be conservative, to be sure that it is on line and operating satisfactorily.

DELIVERY SCHEDULE

Senator ANDREWS. Well, I am glad that you are being conservative to make sure it is operating satisfactorily, because you are dealing with the welfare and, shall we say, the lives of a number of air travelers. But when you talk about these systems, I am wondering if you are embarking on some staged delivery slowdown to work out system problems.

Last April we heard that 27 of the 37 model I systems would be delivered and operational by the end of calendar 1985. And now you are telling us that you are going to count on only three operational systems by the end of 1985. What happened?

Mr. POZESKY. Two things. Fundamentally, we did have further software development delays from the contractor in writing the necessary software, and we counted on and performed some additional testing in the original acceptance of the equipment. And indeed, we did experience a 6-month delay from our earlier estimates.

Senator ANDREWS. Well now, since traveling safety depends on getting these systems updated—that is the reason we are doing it—have you renegotiated the contract because of these unexpected delays? Is there a penalty assessment against the contractor for late delivery?

Mr. ENGEN. You take the penalty; let me take safety.

Mr. POZESKY. OK. We are negotiating changes to the contract to accommodate these changes in delivery schedule, Mr. Chairman. I do not want to forecast exactly how those negotiations financially are going to come out.

Senator ANDREWS. You have a fantastic way with words. We are changing it to accommodate the lateness. Accommodate whose interest? The contractor's interest or the taxpayers' interest, or what?

Mr. POZESKY. The taxpayers' interest, without question. The contractor has slipped from their earlier schedule. We will seek to get some benefit from that, changes in normal contract negotiation. That process is still ahead of us is all I am saying.

Senator ANDREWS. Is there a penalty clause in the contract?

Mr. POZESKY. I do not believe there is a penalty clause in the contract. Let me ask Mr. Gilmore, if I could, to validate that.

Mr. GILMORE. There is no penalty clause in the contract.

Mr. POZESKY. The contract is a software contract. It is a cost-plus, fixed-fee contract, and there is no penalty clause.

Senator ANDREWS. We are out there with facilities being rented and changeovers and all of that, and the people who negotiated the contract did not include in the contract some penalty for failure to deliver model I on time?

Mr. ENGEN. Mr. Chairman, let me, if I can, address that. It is, in fact, a fact that there is no penalty clause in the contract. It is of great concern to me personally and to the FAA and to the contractor that these delays have come about.

In the consolidation effort, though, you do not have to have this model I to make the system safe. We put people into these buildings and we continue to do the job in a very labor-intensive, manual, if you will, way.

Safety does not suffer at all in this transition. The lack of progress has been a major concern to us and one which we have dealt with almost on a daily basis. The contractor understands our desire that he meet the criteria now, and I feel that we are on a doable program at this point in time.

MODEL I EQUIPMENT

Senator ANDREWS. Well, you say you are going to consolidate in a more labor-intensive manner. We can certainly understand that will come about.

But let's clarify what you are going to do. Are you going to wait to consolidate until you get the new equipment?

Mr. ENGEN. It is much like we did at Bridgeport, because we went into that building—and I will ask Mr. Owens to give you a little background on Bridgeport if you desire. But we went into Bridgeport and we put our people in there, and they were doing business as we had done before, at a centrally located consolidated station. Our analysis has been that we have indeed provided equal or better service there.

The goal is to get these model I's going in our automated flight service stations, and we have given you our program to get the three in in 1985. It has slipped. I maintain that we are going to maintain that schedule now.

SAFETY CONCERN

Senator ANDREWS. And what you are telling the committee and traveling public is that the consolidation is being accomplished, even though it is being delayed, in such a way that the safety of the traveling public is not going to be compromised.

Mr. ENGEN. I stand before you, sir, saying that we will not tinker with safety; that safety is our foremost consideration.

Senator ANDREWS. We gave you total appropriations for automation already, at the level of about $300 million. How much of that are you going to actually spend in the current fiscal year?

Mr. ENGEN. Let me ask Mr. Pozesky to answer that.

Mr. POZESKY. Of the $302 million, we expect to have about $250 million obligated by the end of the current fiscal year.

Senator ANDREWS. Now, in that same April 3 hearing, testimony was given that the final model I installation would occur by April 1986. What is your current installation schedule?

Mr. ENGEN. Mr. Pozesky?

Mr. POZESKY. November 1, 1986, commissioning for the final model I FSS.

Senator ANDREWS. So you have a slippage of just 6 months?

Mr. POZESKY. Yes, sir.

Senator ANDREWS. Can delivery of model I equipment be advanced to correlate better with the 14 commissionings you plan for this fiscal year?

Mr. POZESKY. No, sir. I think that as we talked about before, we are allowing lengthy shakedown tests in the interest of safety, and we would not want to accelerate that. And when we have the equipment, the physical hardware equipment at this point is in storage; it's the software that we are working on.

BRIDGEPORT AFSS

Senator ANDREWS. Now, you mentioned the Bridgeport station. It was commissioned on March 3, 1984. Two user surveys reflected 80 percent and 70 percent equal or better rating. But telephone service was mentioned as a problem, with 28 percent of users experiencing longer delays.

At the time of the June 1984 report, FAA was studying phone line usage to take corrective action.

Have you solved that?

Mr. ENGEN. I am going to ask Mr. Owens to give some specific details with respect to Bridgeport.

Let me say that it was a problem and it was a very bothersome problem. In looking at the entire system, though, I find the same problems in the flight service stations throughout the United States. We have a delay sometimes in responding to the number of calls.

We see those delays in Montana or California, not unlike we have seen at Bridgeport.

Mr. Owens, would you give us some specifics on Bridgeport, please?

Mr. OWENS. Well, Mr. Chairman, the problems at Bridgeport are a little complex. In other words, one answer certainly is not going to satisfy the problems there. But there have been several improvements made to the system there at Bridgeport.

In August 1984, a consultant was brought on board to completely review the telephone system at Bridgeport, and from that study, in fact, several changes were made. The addition of WATTS lines, for instance, in lieu of foreign exchange lines, allowed for a greater number of people to access the facility.

There were two additional lines put in for specific service to provide flight plan filing capability and a separate line to provide notice to airmen information, separate from the flight plan briefing.

There continues to be some problem with the quality of the telephone lines in that area. There is a regional team formed that is on top of that situation and addressing it and working to improve it. I guess that part of it is probably not unlike most other new facilities that one moves into and then tries to work some of the bugs out of it.

Senator ANDREWS. Well, through all of this debugging, were service levels kept at the equal or better level during the summer flying season?

Mr. OWENS. Yes, sir. I believe that is true. In December of this year, just last month, we did what I would call a small sampling of the service being provided at Bridgeport. It was done with headquarters people. We changed the method a little bit from the previous two surveys, however, even though it was a small sampling, in that we obtained information of people who actually used the Bridgeport service; that is, from their aircraft number, that they actually received information from that facility, contacted them directly, and talked to them about the kind of service they were getting.

We were satisfied with that small sampling that, in fact, we are maintaining an 80-percent acceptability rate at that facility.

Mr. ENGEN. I might add, Mr. Chairman, that in 1984 they handled at Bridgeport 3,223 average daily flight service calls, and they are operating at 101.7 percent of the services that were provided at both Boston and Winsor Locks in 1983.

Senator ANDREWS. Send us a copy of that report, so we will include it in the record at this point.

[The report follows:]

DECEMBER 1984 ASSESSMENT
BRIDGEPORT FLIGHT SERVICE STATION

The Bridgeport Flight Service Station (FSS) has been operating for ten months. Since its commissioning in March 1984, it has continued to serve users in a professional and dedicated manner. Measures show a steady improvement in quality and quantity of service, and pilot interviews continue to demonstrate that Bridgeport is providing service equal to or better than that provided by Windsor Locks and Boston Flight Service Stations prior to consolidation.

A. July 1984

The assessment of the Bridgeport Flight Service Station conducted within the first 90 days of its operation concluded that service was equal or better to that provided by Boston and Windsor Locks Flight Service Stations prior to consolidation. This determination was a result of:

1. Quality assurance evaluations
   a. Headquarters Quality Assurance
   b. Great Lakes Regional Evaluation
   c. New England Regional Evaluations

2. Pilot meetings conducted by New England Regional Staff

3. A contractor conducted survey
   a. 80.8% of users believed service was equal or better
   b. 88% of users were satisfied with the service at Bridgeport

4. An FAA regional survey
   a. 72.1% of users believed service was equal or better

5. An analysis of activity and staffing data
   a. Activity and productivity were increasing steadily and on a par with surrounding FSS's

B. December 1984 Update

This assessment of service was conducted initially in late October 1984, and follow-ups continue today. Station statistics, personnel data, interviews with station personnel and management as well as area pilots, and the management information system telephone data available at Bridgeport FSS were utilized.

1. SERVICES PROVIDED

   a. All services provided prior to consolidation remain in effect.

   b. A new satellite facsimile receiver is in use.

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c. A new type of remote radar weather display system will be tested at the facility shortly.

d. Three new digital Pilots Automatic Answering Service (PATWAS) machines are in use offering greater clarity to the user.

e. Changes have been made to the phone system and are continuing to be made. These are discussed under section 3.

2. QUALITY OF SERVICE

a. Random phone calls made to New England area pilots revealed service equal to or better than before consolidation. The major complaint was telephone access to the facility.

b. Facility management reports that they receive mostly favorable but still some unfavorable comments regarding access to services.
   1. Quality of service rated high
   2. Access during peak periods is difficult - not unlike other busy FSS's
   3. Steps are being taken to ease this problem (see Section 3)

c. Steps taken to improve the quality of service provided to users.
   1. Creation of a facility quality assurance team consisting of one training specialist and two full performance level (FPL) specialists
   2. Responsibilities include:
      a. Standardizing procedures
      b. Identifying operational deficiencies
      c. Recommending changes

d. Training continues (see section 4)

3. TELEPHONE DATA

a. Consultant conducted analysis - August 1984 data
   1. Management information system in use at Bridgeport inadequate for easy storage, compilation and retrieval of data
   2. Analysis used as a basis for realignment of the phone system
   3. Change over to more WATS lines and fewer foreign exchange lines completed - (foreign exchange (FX) lines had been underutilized - fewer total lines now coming into the station (20 vs 32) can be more ably served by the briefers)
   4. In addition, the following additions are being made to avoid having certain callers wait in the automatic call director for service:
      a. Two new WATS lines exclusively for Notices to Airmen (NOTAMS) and airport searches.
      b. Two new WATS lines exclusively for clearance delivery.

b. Problem due to the fading out of certain incoming calls. The New England Airways Facility Division and the various telephone companies involved are working on a solution to this.

4. TRAINING

a. Training during the summer was limited due to annual leave, change-of-station moves and other factors. The training that did take place was mainly position 'on-the-job' training (OJT) and lost aircraft orientation checks which are a quarterly requirement.

b. Three formal OJT classes were held during the summer. A total of 19 journeymen have now been certified to conduct OJT training for developmental FSS specialists.

c. Developmentals continue to advance to the full performance level (FPL). Of the twenty developmentals who remain, all are checked out through pilot weather briefing, and 5 are checked out on all positions.

d. The watch schedule has been amended to provide two hours for team briefings and training on Tuesdays and Thursdays.

e. The Assistant Air Traffic Manager for Training has been selected and is in place.

f. Two temporary training specialists have been selected and detailed to that position for one year. One permanent training specialist is in place and a bid is out for another. This will help with the added workload when new equipment and trainees arrive.

5. ACTIVITY

a. The volume of services provided by the Bridgeport FSS in September 1984, is comparable to that of Boston and Windsor Locks for the same period in 1983. In addition, Bridgeport statistics compare favorably to surrounding FSS's.

Average Daily Flight Services - September

FSS Facility	1983	1984	1984/1983
Bridgeport, CT*	3,170.8	3,223.0	101.7%
Albany, NY	970.2	925.6	95.4%
Concord, NH	565.9	591.3	104.5%
Islip, NY	984.8	812.5	82.5%
Lebanon, NH	230.2	213.4	92.7%
Poughkeepsie, NY	749.9	713.3	95.1%
Washington, DC	2,514.8	2,541.8	101.1%

* The Bridgeport figure for 1983 is the total of services performed at Boston and Windsor Locks FSS's in 9/83

(Total flight services is an aggregate measure of FSS activity and is defined by formula as two times pilot briefs plus two times flight plans originated plus aircraft contacted.)

b. These totals do not include automated sources of weather briefings which, if added to these figures, significantly increases services to pilots. For example, PATWAS accounted for 7,250 briefings during the month of September at the Bridgeport FSS. This has allowed for an increase in activity without a corresponding increase in the workload on the briefer.

6. STAFFING

Comparison Of On-Board Staffing

Position	May 1984	September 1984
EFAS Specialists	5	7*
Non-EFAS FPLs	31	30
Developmentals	22	20
Flight Data Aids	2	1
Supervisory	9	10
Staff Training	2	3
TOTAL	71	71
OPERATIONAL (1,2,3)	58	55*

* 2 are in training at the academy and cannot be counted in operational totals.

a. Changes in staffing totals are due to the following:
   1. In-house selections were made for the Assistant Manager for Training, the two new EFAS positions, and two of the three Area Manager positions. (The three area managers were selected in September.)
   2. One of the flight data aides is at the academy studying to become an FSS specialist.
   3. There are currently two supervisory and three specialist vacancies.

b. Three more vacancies are expected. One specialist will receive a promotion, one is going to Bangor FSS on a hardship transfer, and one is on extended sick leave and is expected to get a medical retirement.

c. Staff additions made recently include:
   1. Two new developmentals
   2. Four new pre-developmentals (Academy class 7/85)
   3. One new secretary

7. PRODUCTIVITY

Productivity Comparison

	May 1984	September 1984
Average Daily Services	3163	3223
Operational personnel	58	55
Productivity (services/personnel)	54.5	58.6
Sept. 1984/May 1984	----	107.5%

a. The previous data shows that productivity as well as activity has continued to climb since the commissioning of the Bridgeport Flight Service Station.

b. Other steps have been taken to increase productivity. The Facility Air Traffic Technical Advisory Committee (FATTAC) has made a number of suggestions which have been accepted and implemented by management. They are as follows:

1. The Flight Data area has been reconfigured at the Inflight area to expedite handling of flight plans and flight movement messages.
2. The Fast File equipment has been moved to the Teletype area for more expeditious servicing of automatically filed flight plans.

8. MISCELLANEOUS

a. Morale is improving.

b. The heating system has been balanced and there are no complaints

c. Lighting is being repaired around the facility

d. Fencing of the parking lot begins in January 1985

e. Overtime is reduced but some employees are still in the process of moving

9. SUMMARY

a. Bridgeport continues to operate as a very busy Level 3 FSS. It is providing more pilots with more services than did the separate FSS's at Boston and Windsor Locks prior to consolidation.

b. Productivity has continued to rise at the facility since its commissioning in March 1984.

c. The facility is aware of its problems and is not ignoring them. Concrete steps have been taken to ease the telephone access problem, and the maintenance of quality service is an on-going activity.

Senator ANDREWS. Last April, your program branch manager testified that Bridgeport would receive model I equipment by October 1984. What is the current date now for that?

Mr. POZESKY. Bridgeport will be one of the first systems delivered. We are planning to get one of the first systems shipped in May 1985 with commissioning in December 1985.

Senator ANDREWS. So you are going to be 6 months late on that one, too?

Mr. ENGEN. Yes, sir. Generally speaking, the slip is 6 months across the board.

You know, Mr. Pozesky mentioned the clustering that we are doing. Bridgeport is part of a Cleveland cluster which will involve Cleveland, Bridgeport, and Dayton, Ohio. That cluster will be done on May 1—will be installed in May.

Senator ANDREWS. Have you had any safety incidents or accidents in the Bridgeport area since consolidation?

Mr. OWENS. No, sir; not that I am aware of.

Mr. ENGEN. I hesitated because I am not aware of any.

COST EFFECTIVENESS

Senator ANDREWS. Last year's consolidation plan cited 10-year savings of $94 million in closing 104 FSS and opening 37 AFSS. This year's plan projects $65.5 million in 10-year cost effectiveness for closing 87 and opening 37 over 3 years.

Somehow, the average savings per action have come down $150,000. Now, I will put my Budget Committee hat on and ask you how come we were going to save $150,000 bucks per spot more in your last report than in your current report?

Mr. ENGEN. That's an apples and oranges. Can I ask Ms. Tucker, please, to respond to that question?

Senator ANDREWS. It is not apples and oranges. Supposedly it's the same type of consolidation, only the dollar figure is different.

Ms. TUCKER. Mr. Chairman, last year we were consolidating smaller flight service stations for the purposes of increasing productivity. This year, as Administrator Engen has testified, we have modified our plan to slow it down——

Senator ANDREWS. Not last year. We are talking 10-year savings.

Ms. TUCKER. Well, what I am trying to get to is that we have changed the types of facilities that we are consolidating this year. We are consolidating larger facilities, solely for the purpose of transitioning to the new buildings. So we are comparing smaller facilities last year to larger facilities, and also this year we have a lot of additional information on the increased leased communications costs that we just didn't have available to us last year.

FSS WORKLOAD

Senator ANDREWS. Why don't you dwell on that a little bit more for the record so that we can get some more accurate figures, because, again, I am referring to your 10-year savings which was, according to

your figures last year, at $150,000 more per station than your 10-year savings now point out. And that is not what happens this year or next year; it is that long-range savings projection we are looking at.

So if you can give us a little bit more information on that for our staff to review, it might help us find out if there have been any changes or anything else in that line.

[The information follows:]

In both plans, regionally prepared staff studies were used as the basis for the cost effectiveness analysis. The data for the facilities in this year's plan indicated approximately $150,000 less in savings (over a 10-year period), per FSS closure. This reduction in average is primarily due to the fact that the FSS's in this year's plan are larger than those in last year's plan. When these larger facilities are consolidated, the recurring operating costs of the new facility are higher, and that reduces the annual savings somewhat.

Senator ANDREWS. Can you provide a comparison of the FSS actual workload for fiscal year 1984, compared to last year's projections of 62.4 million services?

Mr. ENGEN. Yes, sir; we can. We can provide it for the record.

[The information follows:]

We recorded 56.9 million total flight services in fiscal year 1984 as compared to the projected 62.4 million forecast for that period. The difference can be attributed to the fact that economic recovery within the aviation industry is occurring at a rate somewhat slower than anticipated. We have adjusted this year's forecast accordingly.

Senator ANDREWS. What is your current projection for 1985?

Mr. ENGEN. With respect to——

Senator ANDREWS. The same projections for services.

Mr. ENGEN. I anticipate that in 1984 we are going to be at about the same level because there has been, as you know, a slowdown in the amount of general aviation air traffic.

Senator ANDREWS. Well, last year you projected 69.8 million services. Is that still on line?

Mr. ENGEN. I am projecting at this time 59.6 million services in 1985.

Senator ANDREWS. Last year you went from 62.4 up to 69.8. Now we are back down to 59-point-something. How do you explain that if general aviation activity is supposed to be flat during that period of time? We have got a 15 or 16 percent change.

Mr. ENGEN. I am going to ask Mr. Harvey Safeer, who is our tax and figures man with respect to annual totals to respond to that, Mr. Chairman.

Mr. SAFEER. Thank you, Mr. Chairman. Right now we are forecasting 59.6 million flight services for fiscal year 1985. We expect it to grow during the period to about 71.7 by 1990. I believe the figures that you are quoting were not all fiscal year 1985, but were a longer term forecast, if I am not mistaken.

Senator ANDREWS. Well, in justifying this whole move, you went from present flight services, 62.4—that was last year—anticipated 1985 of 69.8, projected 1990 of 84.4, and 1993 of 93.4. And now in the meantime, we have seen some private contractors come into the weather information field. Is that private contractor concept eroding the use of services that you have to offer?

Mr. ENGEN. Let me answer that, sir, and say it is not. It is a comparable product, and we are encouraging the use of private services out there. I think that it is good to have competition, but I want to maintain the capability for every person in general aviation to have those services provided free as well.

I do not think that this erosion is necessarily due to that. Part of the problem has been just the sheer volume of flying in general aviation. We have gone through some pretty traumatic times in the last 3 years, and there have been some large perturbations in the amounts of traffic over the last 3 years.

Senator ANDREWS. But does this reduction in services cast doubt on the savings you projected earlier on?

Mr. ENGEN. Well, clearly in my mind, if you reduce the number of services, your savings are probably going to go down. But I anticipate that these services, these requests for services, will maintain a level at which it is going to be cost effective for us to do it.

If we are not cost effective in doing it, then I am going to stand up and say, "We have got to try to do it a different way."

PRIVATE SECTOR

Senator ANDREWS. Well, a moment ago you mentioned this emphasis that you are going to put on private contracts, and in saying that you kind of let the camel's nose get just a little under the tent. But I will put his whole head under the tent and ask whether you are giving a good deal of thought to a major modification of the FAA's role in flight service stations.

Mr. ENGEN. About the middle of this last month, I asked all those people who provide commercial aviation information services to come in and sit down with us and discuss what can be provided so that we can understand the forces in the marketplace. I think I have encouraged them to provide services. I want to continue to work with them to do that.

The flight service stations, though, and the people who man the flight service stations are providing a service, not just answering the telephone. They provide lost aircraft services, they provide flight plans which have to go into our system, and so those kinds of services continue, regardless of what is offered in the open market with respect to weather and services normally expected to be available through commercial sources.

If I could continue, I have to provide the glue to hold this entire network together. If I were to say to you, sir, that I wanted to reduce those services, I probably would have a problem with maintaining the safety in the system, and I want to be sure that we continue to provide the services.

Senator ANDREWS. Well, you keep getting into that field of having more and more private contractors do more and more. You can push up on your Apple computer right now probably the flight plan and all of that. The thing is, the more you tend to get away from one responsibility, don't you then begin to compromise the safety out there? You

have a vulcanized situation where you have independent contractors all over the place. What happens?

Mr. ENGEN. This is why I talked to the contractors, and they agree with me. You know, they are not going to provide flight plans as such; they are providing flight planning service, and they do it very well. It is a good service for those who can afford it, and I think it is a good adjunct to what is provided by the FAA.

Senator ANDREWS. But you are still going to provide the same base service to those who need it, and you are going to have the umbrella responsibility to make sure that somebody isn't wandering around out there based on what some private contractor told them to do, and not be plugged in with you and your system?

Mr. ENGEN. Absolutely. I will not shirk that responsibility.

Senator ANDREWS. Have you given some thought to allowing some provision of weather services by private contractors in lieu of model II?

Mr. ENGEN. We are always looking at services that are available. The National Weather Service and the FAA have worked very closely together in the development of the Automated Weather Observation System. At this time, I would not want to say that we are or we are not. I am relying upon the system that is in existence today. I am not intending to go out and looking for contracting out weather services.

PERSONNEL PRODUCTIVITY

Senator ANDREWS. Overall, your fiscal year 1986 staff projection in this year's consolidation report shows only minor reductions in personnel. Personnel savings have been identified as the major component of FSS consolidation savings.

Are you saying that personnel savings are realized relative to estimated future flight services?

Mr. ENGEN. I think the personnel savings are being reflected as less than they were before because I have slowed down the transition, and that is a "hit" that I have to stand up and take. That goes hand in hand with the rate at which we consolidate. So those staff reductions that you see, Mr. Chairman, reflect going from 104 to 87 flight service station consolidations in 3 years.

Senator ANDREWS. Well, we have already seen a seeming overstatement of the service projections into the future. That is why I was wondering whether the figures were still relatively accurate. Are you going to make those savings in personnel, even though the number of flight service information outputs do increase less than you previously projected?

Mr. ENGEN. I think it is a dynamic thing, and this is management of the system. I would not stand before you and say that we would just maintain false levels for any reason. If there is less demand out there over time, I have got to accommodate to that, to be sure that we provide cost-effective service. So this will float from fiscal year to fiscal year.

Senator ANDREWS. Well now, on page 11 you have services per em-

ployee, and that data varies widely. Why, for example, will some AFSS's reach a fiscal year 1988 service per employee level of over 17,000, while others will attain only 12,000 services per employee?

Are you taking deeper staff reductions in some places rather than others? Is there something in the climatic condition that people can be more efficient in one spot than in the other? Or how do you explain that 50-percent disparity?

Mr. ENGEN. Let me ask Mr. Owens to respond in detail, Mr. Chairman. You will find that we are organized regionally and, whether there are more general aviation planes in one area than in another, that should not affect our response per person.

Mr. Owens, would you respond?

Mr. OWENS. Yes, sir, Mr. Chairman. I think it is a classic example of the inefficiency that is inherent in today's flight service station system. The fact of the matter is that demand at a lot of our flight service stations is not there to accommodate that kind of productivity or to let that kind of productivity take place. While at other flight service stations the demand is so great that we are unable to meet that demand with the kind of staffing that we have there and, consequently, you have the high productivity numbers that are in place.

PROJECTED INCREASE

Senator ANDREWS. Are you working toward being equal? Let me cite two examples. Terre Haute, IN, you now have in current staff 89 people. Your projected 1987 staff is going to be 88 people. Your projected 1988 services per employee is 11,009.

Fort Dodge, the next one on the chart, you now have current staff of 50. You are projecting 1987 staff of 49. Like Terre Haute, you cut just one employee. But down there, you have 16,300 services per employee. It looks like up in Terre Haute where you have 89 employees, if you cut about 20 of those employees, you get them down to an area where they would then be comparable with your similar station in Fort Dodge.

Ms. TUCKER. Mr. Chairman, the chart you are referring to reflects the services per employees based only on the forecasted traffic, and it is our projected staffing right now. If we just simply consolidate, take the people that are there, it is not allowing for those kinds of adjustments that will be made as the facilities are opened.

We just wanted to show you the projected increase in traffic in these local areas. The differences are based on our projected increases in traffic in different areas.

Senator ANDREWS. Well, you project 1987 staff and you project 1988 services. You also footnote it, saying that fiscal year 1988 staffing reductions have not yet been determined. That gives you the out.

But the question that, of course, I am posing is to stimulate you to do something about that, because if you don't, you come up with some figures that fly right in the face of all of the efficiencies that you have been talking about. You know, there are a lot of other disparities.

Macon, for instance, has 16.5 per employee. Prescott, AZ, 13.8. You have one in Reno, NV; you only get 11.8 services per employee, and yet in Conroe, TX, you get 17.6 services per employee.

Mr. ENGEN. This becomes a management tool, Mr. Chairman. You know, we use these projections because it's a management function to be sure that we have an adequate number out and not too many people.

I agree with what you are saying.

Senator ANDREWS. Let me ask you, are you using these projections to show you places where your management ought to apply cutting techniques or additions, since obviously, we do not want someone to be overloaded in a facility to the point where safety suffers. At the same time, productivity ought to vary by no more than 10 to 15 percent if you have got a fine-tuned operation.

If you start seeing productivity vary by 50 percent, something is wrong. So what you are now telling us is that you have given these projections to give your management team, and you anticipate that you will come much closer to the norm where your variance in performance per employee is closer to the 10-percent range than the 50-percent range.

Mr. ENGEN. Yes.

TOWER CLOSURES

Senator ANDREWS. You know all the right answers. It would be kind of fun to follow that one up, too.

FAA is proposing to close permanently six air traffic control towers in fiscal year 1985. These six were also included in last year's proposal to close 51. The committee notified the Secretary on November 18, 1983, that, for temporarily closed towers, FAA should perform further cost-benefit analysis addressing feasibility of local cost-sharing and possibilities of reduced cost to operate towers either through hourly restrictions or staffing reduction.

These criteria were embraced earlier by the FAA and may provide a mechanism by which tower services can be provided at reduced cost to the taxpayer.

What cost-benefit analyis, using alternative operations, has been performed and what are the specific conclusions for each tower? Have you done this work?

Mr. ENGEN. Let me ask Mr. Owens to respond to that, sir.

Senator ANDREWS. Can you provide that? Why don't you run it by us so that I will have a chance to interact? And I will ask a final couple of questions and then turn it over to Senator Abdnor.

Mr. OWENS. The analysis has been completed. We can provide the data for the record. The bottom line to it is that the six identified facilities do not meet any kind of cost benefit to reopen them and operate them as an FAA facility, and, therefore, they are proposed to be permanently closed.

[The information follows:]

In-depth, site-specific cost-benefit analyses were performed on each of the six control towers identified for permanent decommissioning. The results follow:

Location	Airport ratio	Benefit-cost ratio
Imperial, CA	0.57	0.50
Miami (Dade-Collier), FL	.13	.08
Brunswick, GA	.37	.40
Danville, IL	.40	.36
Galesburg, IL	.65	.52
Ponce, PR	.19	.26

These analyses did apply reduced staffing per the revised staffing standard for control towers and costing data for fiscal year 1984. All six control towers had been operated on a part-time basis prior to being closed temporarily in late 1981. Additionally, analyses were performed applying a lower cost assumed for a contract tower operation and the six towers did not meet criteria for retention.

None of the six control towers are cost-beneficial to operate under any criteria and are not forecast to meet criteria in the near future.

Senator ANDREWS. Have there been any safety incidents at these six since they have been proposed to be closed?

Mr. OWENS. Again, not that I am aware of. They have been closed temporarily since August 1981, and we are not aware of any incident.

Mr. ENGEN. I am not aware of any, Mr. Chairman, but that does not mean that there might not have been some aviation accident out there.

Senator ANDREWS. We are aware of that, but we just want to find out if you have been made aware of any. Last year's hearing demonstrated a lack of coordination with local communities where FAA wished to close towers. And admittedly, Mr. Administrator, we are hashing over some details that occurred before your tenure. But they are details that concern many.

What specific discussion with the communities has been held with regard to traffic projections and cost-benefit data conclusions? Have you begun this community interface?

Mr. ENGEN. We have, sir, and I will ask Mr. Owens to make some more comments. But we are looking at each individual community with respect to contracting towers. I think that is what you are referring to, are you not?

Senator ANDREWS. Yes.

Mr. ENGEN. And we have, at this point, some 12 contract towers operating. We will have 15 very shortly, and we plan in 1985 to have an additional 30. We are working with the communities. We contract with a State or a city for the operation and maintenance of low-activity VFR control towers. And I want to stress that is low-activity VFR control towers.

We fund the qualifying locations through our interface that you just spoke of under a cost-sharing program. And the plan is designed to have a minimum impact on the air traffic system and our employees, while increasing the productivity of that particular control tower.

And the plan looks at all locations to see if they meet contract criteria and that they fall within our program scope. So we do look at it very, very carefully. I would like to say that it is very high on our list of things to be sure of before we contract out.

PROPOSED DECOMMISSIONINGS

Senator ANDREWS. Well, Mr. Administrator, you said in your statement, your original opening statement, that you were not planning to close any further stations. But I want to get this question specifically in the record and ask you what is the status of the towers currently operating that were proposed for decommissioning last year?

In other words, they are continuing to operate and you have no plans to close them?

Mr. ENGEN. I have no plans to close towers. We went through this last year before I came and, as you know, there are six towers right now that have not been in service since 1981.

Senator ANDREWS. That is right, and you are continuing to review the balance of the temporarily closed towers. But of the towers currently operating, wherein the committee gave you a directive last November not to close them, you are doing no studies or anything else aimed at closing them?

Mr. ENGEN. I am not, sir.

Senator ANDREWS. One of those happens to be in North Dakota, and one of them happens to be in West Virginia, and a couple of them happen to be in areas in Missouri, members of the subcommittee. So I think you can understand, given my colleagues on the left and the right, and the interest that I have as chairman, that I want to make darn sure that we accepted your statement that you gave which was welcome news, but also that we highlighted it for the benefit of people who have been concerned about that.

My final question: The December 1984 consolidation plan calls for opening the Grand Fork's AFSS during fiscal year 1987. When is the building scheduled to be ready for occupancy, do you know?

Mr. ENGEN. I will say off the top of my head that it is going to be November 1986—October 1986.

Senator ANDREWS. October 1986?

Mr. ENGEN. Yes.

NORTH DAKOTA CONSOLIDATIONS

Senator ANDREWS. Will the Grand Forks building open with model I automated equipment?

Mr. POZESKY. Mr. Chairman, I believe the answer is yes, but I would like an opportunity to check it for the record.

[The information follows:]

The AFSS building to be costructed by the Grand Forks community is scheduled to be available to the FAA in October 1986. The new facility will be commissioned approximately 6 months later with model I automation or leased service A equipment. In either case, the Grand Forks AFSS will receive model II equipment when it becomes available. The FAA is presently reviewing the alternatives and will make a decision regarding Grand Forks within 30 days.

Senator ANDREWS. Given the earlier testimony, you will have all the bugs out of that equipment by the time you move one of them into North Dakota.

Mr. POZESKY. Yes, sir.

Senator ANDREWS. Well, why did you schedule the Jamestown FSS for the first consolidation?

Mr. ENGEN. Mr. Owens?

Senator ANDREWS. Can you answer that for the record?

Mr. ENGEN. We will.

Senator ANDREWS. Can you outline the timetable for subsequent FSS consolidations in North Dakota?

Mr. ENGEN. I would be very pleased to.

[The information follows:]

Jamestown was selected as the first consolidation candidate on the basis of staffing, its part-time operation, and geographical proximity to Grand Forks. The two remaining FSS's in North Dakota—Dickinson and Minot—will be scheduled in the out-years, but the FAA has not completed a schedule for that period.

PREFLIGHT WEATHER INFORMATION

Senator ANDREWS. Senator Abdnor?

Senator ABDNOR. Thank you, Mr. Chairman. I will be very brief. I am glad I got here before this meeting ended. I didn't think that I could already get booked up with two committee meetings this early in the session.

My concern is much the same as what the chairman has been discussing with you. We are scheduled for some of this consolidation by 1987, and I have heard from a lot of my pilots in South Dakota. Let me first say that deregulation really has not been that wonderful in South Dakota. I have heard a great many things about airline deregulation and I had good reason to oppose it at the time as far as my State was concerned, and I am still convinced that it has done nothing but deteriorate the service that we have.

So more and more, we are relying on people having to use their own planes. I suppose we have as many private planes in South Dakota per capita as anywhere in the country, and maybe more. But my pilots are really concerned about consolidation. South Dakota is a pretty big State from one border to the other, and I know there are other large States in the country, but this is something that one has to be concerned about.

The pilots in South Dakota are telling me that they really question the ability to receive adequate preflight weather reports from one centralized flight service station. Are you convinced these concerns can be met?

Mr. ENGEN. Senator Abdnor, it is my goal that we will provide equal or better service throughout the United States, and specifically in South Dakota. Huron is our choice for the automated flight service station site; it will be structured in a way that it can provide equal or better service throughout the State, sir.

I understand. Having flown in the system myself, as I know you have, I understand people's concerns, and what I am trying to do, though, is I am trying to take this Nation's aviation system from the 20th century into the 21st century. We need to make a step toward providing a better service at a more centrally located place.

It is a very difficult thing to do, and my heart goes out to people, and I am trying to explain to them just what we are trying to do so they fully understand that we will provide equal or better service.

Senator ABDNOR. I think that this has to be a very important part of your whole program in selling this to the pilots. I think you have to put almost as much emphasis on selling the program as the program itself. You have got to make people realize this is going to meet their needs in every way.

You are firmly convinced that all the bugs are going to be out of this by the time this goes into effect in 1987 in South Dakota.

Mr. ENGEN. I am firmly convinced that I am trying my very best. We are all trying our very best to be sure that it will be——

Senator ABDNOR. Unless those bugs are worked out, you would not be doing anything anyway, I hope.

You mentioned Huron; you mentioned Watertown. Huron is the site selected for the AFSS. In the report that we have, you show Watertown being closed down and services coming only from Huron. What about all the other stations we have—the Sioux Falls, the Pierre, Rapid City—would that all come under Huron, or will they be operating——

Mr. ENGEN. Watertown would be closed in 1987, Senator Abdnor.

Senator ABDNOR. Then what?

Mr. ENGEN. The other closings would take place after the Huron station was functioning.

CONSOLIDATION SCHEDULE

Senator ABDNOR. But the other stations will remain; is that right?

Mr. ENGEN. Eventually—and I have to get down to specifics—eventually, we are going to arrive at the same place that we have originally charted in our plan, which is that we will have 61 automated flight service stations.

Now, I am looking at the United States across the board, to look at specific places which have specific weather phenomena, or perhaps operating conditions which indicate a need that local knowledge be expressed. This is going to take me some time to do this. In fact, I have asked some private organizations, pilot organizations, to also look and give me feedback.

I am looking at keeping some of these flight service stations as adjuncts to the automated flight service stations. I am not prepared at this time to tell you it is site A or site B. But I am looking at that to be sure that as we come down, we come down in a very measured way.

I would hope that in 1990, for instance, that I will have 52 flight service stations in addition to my 61 automated flight service stations still remaining. I can provide this for the record if it would be helpful.

Senator ABDNOR. Well, why don't you just supply it for the record.

[The information follows:]

FACILITY COMMISSIONING/CONSOLIDATION SCHEDULE

FISCAL YEAR	84/PRIOR	85	86	87	88*	89*	90*	91*
COMMISSIONINGS (See below for AFSS place-names for FY 84-87)	4	14	14	14	6	7	2	--
TRANSITION CONSOLIDATIONS	8	13	8	12	5	4	2	--
FOLLOW-ON CONSOLIDATIONS	--	--	26	28	51	52	54	52
NEW AFSS's	4	18	32	46	52	59	61	61
REMAINING FSS's	307	294	260	220	164	108	52	--

*All data for fiscal years 1988-1991 are planning estimates only and are subject to further adjustment.

AFSS COMMISSIONINGS - This represents the year in which commissioning occurs but is not necessarily the first year for a consolidation.

FY 1984/Prior (4)

Denver, CO
Bridgeport, CT
Cleveland, OH
Dayton, OH

FY 1985 (14)

Prescott, AZ
Hawthorne, CA
Macon, GA
Terre Haute, IN
Fort Dodge, IA
DeRidder, LA
Columbia, MO
Reno, NV
Islip, NY
McAlester, OK
Altoona, PA
Conroe, TX
Leesburg, VA
Green Bay, WI

FY 1986 (14)

Riverside, CA
San Diego, CA
Miami, FL
St. Petersburg, FL
Kankakee, IL
Princeton, MN
Columbus, NE
Millville, NJ
Elmira, NY
North Carolina
Williamsport, PA
Anderson, SC
Nashville, TN
Cedar City, UT

FY 1987 (14)

Anniston, AL
Wichita, KS
Louisville, KY
Bangor, ME
Lansing, MI
St. Louis, MO
Grand Forks, ND
McMinnville, OR
Huron, SD
Jackson, TN
Fort Worth, TX
San Angelo, TX
Burlington, VT
Seattle, WA

Senator ABDNOR. Do you have a date in mind, a goal when this will all be completed?

Mr. ENGEN. Well, you know, this is a 10-year plan that was started in 1980 by then-Administrator Bond and Administrator Helms worked on it. It fell to me, I guess, to implement most of it. It should be done in the 1990–91 timeframe.

Senator ABDNOR. Well, we may be in contact with you a number of times between now and then. Thank you.

Senator ANDREWS. Thank you, Senator.

Mr. Administrator, I have a number of other questions that I will submit for the record so that we can have a complete record. Other members will undoubtedly have questions.

I would like to include Senator Specter's letter regarding a pending reprogramming as a part of the hearing information. If we have any outside organizations that would like to provide other material for the record, we also would be glad to get that within a week if they want anything to be part of the record.

[The correspondence follows:]

42-898 O - 85 - 5

LETTER FROM SENATOR ARLEN SPECTER

January 3, 1985

Honorable Mark Andrews
Chairman
Subcommittee on Transportation
U.S. Senate Appropriations Committee
Washington, D.C. 20510

Dear Mark:

It has come to my attention that the Secretary of Transportation, Elizabeth Dole, has recently written to you requesting a reprogramming of $6.8 million for the final contract award of the Federal Aviation Administration's (FAA) Automated Material Handling System at the Oklahoma City depot warehouse.

I am writing to you to request that you approve such a reprogramming. The SPS Technologies, Inc. in Hatfield, Pennsylvania, was the low bidder and has won the contract from the FAA. However, the award is contingent upon the funding adjustment in DOT's budget. Executives of the company inform me that a hiring program is planned in support of this project. As this contract concludes 16 months of effort, SPS Technologies is anxious to implement its recruiting and expansion plans.

In the interest of expediting the reprogramming request and, consequently, the contract award, I would ask that the Subcommittee consider DOT's request for the $6.8 million for the Oklahoma City warehouse separately, if necessary.

This is an extremely important project for Pennsylvania, and the Philadelphia area in particular. It will mean the creation of new jobs in an area which has suffered from high unemployment in recent years.

I would appreciate your personal consideration of this matter.

Sincerely,

Arlen Specter

AS:ems

Enclosure

I appreciate your help!

Letter From Don L. Hinmon, Jr., President, SPS Technologies

January 3, 1985

The Honorable Mark Andrews, Chairman
Subcommittee on Transportation
U. S. Senate Appropriations Committee
United States Senate
Washington, D. C. 20510

SUBJ: FAA Contract Award Solicitation No. DTFA-02-84-B-00550

Dear Senator Andrews:

SPS Technologies is a high technology manufacturer headquartered in Newtown, Pennsylvania with plants in Jenkintown, Fort Washington, and Hatfield, Pennsylvania. Although best known as the world's largest manufacturer of precision fasteners, SPS, through its Automated Systems Division in Hatfield, is also a major force in the field of automated materials handling systems. For the past ten years, this division has concentrated its efforts on the fast growing technology of controlled material handling and factory floor automation and through its CBSI subsidiary has also provided this technology to the U.S. Government.

On August 30, 1984, CBSI was the low bidder on the referenced solicitation for an automated materials handling system at the FAA depot in Oklahoma City. The effort and expense that went into winning this award was based on our understanding that the FAA would be able to go to contract within the 120 day acceptance period allowed in the bid. We have since been told that in order for the FAA to contract for this system, a reprogramming of funds is necessary. It is this delay that is causing us great concern.

SPS has invested 15 months and thousands of man-hours in pursuit of this project and has spent in excess of $200,000 in preparation of its bid. Our business plans for late 1984 and early 1985 envisioned this contract award being made at a time when existing contracts would be winding down, thereby allowing us to maintain current staffing levels and, in fact, to add approximately 20 new positions. It is important to note that filling these technical positions would allow us not only to support the FAA contract, but also to expand our efforts and thereby maintain and expand employment levels in Hatfield.

The FAA specification calls for a sophisticated and reliable syster that will allow the depot to support worldwide activities. The FAA's own analysis of our winning proposal concludes that the SPS designed system will provide them with everything they have asked for, at a competitive price. The cost savings and materials control savings to FAA associated with this equipment are significant. Project delay can only offset savings realization.

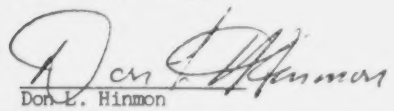
SPS has a long history of designing and implementing sophisticated systems of this type. A few of these projects are listed below.

- Seven Naval Air Automated Storage, Kitting and Retrieval System sites (ASKARS).
- The WICS material handling system at Warner Robins AFB
- Numerous commercial installations both here and abroad.

SPS has been involved in this work during a period that has seen the technology advance rapidly in its ability to improve productivity, and we feel uniquely qualified to perform this task for the FAA.

We appreciate your consideration of this brief testimony and ask that you quickly approve the FAA's request for reprogrammed funds so that we may begin work on this contract as quickly as possible.

Yours very truly,



Don L. Hinmon
President

Senator ANDREWS. In the meantime, thanks very much, Mr. Administrator, for your cooperation. We are glad we were able to schedule this hearing early to accommodate you. It is good to do business with someone like you. We are glad you came along.

ADMINISTRATOR'S CLOSING STATEMENT

Mr. ENGEN. In conclusion, Senator Andrews, I want to express my appreciation for your quick attention to our facility consolidation plan. Providing us this opportunity on the second day of the new Congress session, when there are so many other activities taking place, is indicative to me of your and your subcommittee's interest and mutual concern for these initiatives.

I must emphasize our need to move on as reflected in this plan. The schedule for the fiscal year 1985 flight service station consolidations is extremely tight. As I indicated in the opening statement, there are already 8 new facilities built and standing vacant awaiting FAA occupance and 17 more will be completed by the end of this calendar year. We cannot afford to let these buildings stand empty. Each represents an increased capability for the air traveling public. The communities are anxiously awaiting their occupancy, and I would like our employees to know when their assignments will take effect.

Finally, the gains we have demonstrated from the earlier consolidations need to be further advanced in order for us to provide the proper services to the flying public and the economies to the country.

I look forward to your committee's early agreement so that we may proceed as planned.

Senator ANDREWS. You had a legitimate need. We had to solve the committee language as well, and I think we perhaps have done that. We now have some time for the clock to run and some ideas to be passed back and forth, but we will stay in touch.

ADDITIONAL STATEMENTS

The following statements were submitted for inclusion in the hearing record and will be inserted as this point.

[The statements follow:]

STATEMENT OF REPRESENTATIVE BARBARA F. VUCANOVICH OF NEVADA

Mr. Chairman and Members of the Subcommittee. I am pleased to have this opportunity to testify before you today on behalf of the Nation's general aviation pilots who rely on Flight Service Stations. I do not believe we can afford to compromise aviation safety by allowing the FAA to close these vital facilities without having available equal or better replacement service.

Flight Service Stations provide weather observation and dissemination services to general aviation pilots and many scheduled airlines. As you may be aware, weather is responsible for 30 to 40 percent of all aviation accidents. Flight Service Stations also provide aviation emergency services on a continual basis and are the source for the dissemination of all forms of aeronautical and operational information to pilots.

Since becoming a Member of Congress, I have been concerned about the Federal Aviation Administration's planned closure and consolidation of our Nation's Flight Service Stations. As a pilot and an individual who is supportive of modernization and automation, I do not oppose the FAA's overall efforts to modernize Flight Service Stations as part of the National Airspace System plan. I have, however, serious reservations over the schedule which the FAA has charted for itself for consolidations in the various regions of the country. Today, I am focusing my remarks on the transition period between Automated Flight Service Stations and the current service provided today.

I am also aware of cities, such as Terre Haute, Indiana, where new facilities will be located once consolidation begins. Consolidation will benefit these cities by bringing additional federal and local expenditures for the construction of Automated Flight Service Stations and provide additional revenues from increased local employment. Failure to consolidate would leave these facilities vacant at a great cost to the communities.

Safety is my primary objective and concern. I fully support automated flight service stations because I am convinced automation will bring better service to our pilots and the American public. My only concern is that the best service be provided during this transitional period. Therefore, in order to begin consolidation for those cities that currently have facilities, I suggest consolidation occur on a selected basis only. This would allow those cities with facilities for automation to begin consolidation, while at the same time, continue Flight Service Station service for those communities without an automated flight service station facility. Once a facility is available and an AFSS is ready for operation, consolidation could begin for that community.

Again, I appreciate your allowing me to bring my views and concerns before this Subcommittee. I hope we can discuss lifting the ban on consolidation through a selected basis so that safety can be assured for all.

STATEMENT OF REPRESENTATIVE JOHN P. MURTHA OF PENNSYLVANIA

I want to thank the members of the Subcommittee for the opportunity to submit this testimony for the hearing record. In addition, I want to congratulate Chairman Andrews for calling these hearings -- I am aware on a first-hand basis of the seriousness of this problem and the importance to many communities in getting it solved. I look forward to working with the Subcommittee toward that goal.

I represent the community of Johnstown. The Johnstown/Cambria County Airport has served the community for many years. Before Johnstown had a flight service station, the airport was known as "The Graveyard of the Alleghenies." The rapid weather changes affecting airport landing conditions make it extremely difficult for even experienced pilots. In talking to various pilots that have flown me into the Johnstown Airport, there is not one that has told me he feels service would be just as good without full, experienced personnel on the ground.

Please let me note the additional reasons why the Johnstown/Cambria County Airport should be exempted from the present FAA consolidation.

First and foremost is the safety factor.

One, the Johnstown Flight Service Station was commissioned in 1968 because of the lack of weather service available between the Altoona-Harrisburg Area in the central portion of Pennsylvania and Pittsburgh area in the extreme western Pennsylvania sector. The airport operates within a unique weather pocket.

Two, the FSS is located at an elevation of 2,283 feet above sea level, while the closest weather reporting stations are Altoona to the east and Latrobe to the west, both about 30 nautical miles and at elevation of 800 and 1,000 feet lower than Johnstown. The higher elevation causes rapid changes in weather conditions, particularly in the wind factor.

Three, in the fourteen years the FSS has been located at Johnstown, airport personnel have been able to provide airport advisory and pilot weather briefings in a timely manner that is most necessary due to the rapidly changing weather conditions. The discontinuation of this service would greatly reduce the overall goal of the FAA in terms of weather observing, pilot weather briefings and most important, aviation safety.

I cite Section 528(c) of the Tax Equity and Fiscal Responsibility Act of 1982(P.L. 97-248) which directs that flight service stations may be closed "only if the service provided to airmen after the closure of such station with respect to information relating to temperature, dewpoint, barometric pressure, ceiling visibility, and wind direction and velocity for the area served by such a station is as good or better than the service provided when the station was open and such service is provided either by mechanical device or by contract with another party."

The unique weather and safety conditions for the Johnstown/Cambria County Airport very simply make it impossible for that goal to be met. I have not opposed consolidations where that criteria can be met, but actions which adversely affect aviation safety are not in the interests of anyone. A closing of the Johnstown/Cambria County Airport will directly and negatively affect the safety of all planes and passengers flying into the airport.

An extremely important part of this safety condition is the factor of confidence. The Johnstown/Cambria County Airport ser-

vices most private aircraft. With the extreme weather conditions and the safety record of the airport because of those conditions, a hands-on, face-to-face briefing, monitoring, and discussion is extremely important to the confidence of pilots, even those who use the airport on a regular basis. I am confident in saying that none of us would want to be flying with pilots who lacked that confidence because of a changeover in the system. Equally important, as I will discuss in a minute, the practical result of that confidence loss will likely be that pilots simply will choose not fly into the airport.

There is a second key factor which must be considered in the Johnstown closing. That is the economic factor. The potential closing of the airport can have a severe economic impact on an area that has already suffered serious economic problems.

During much of 1983-1984, the Johnstown area unfortunately had the distinction of one of the highest unemployment rates in the Country, reaching point where nearly one of every four workers was unemployed. While the situation has improved, we still face double-digit unemployment in the area in the 12-14% range.

I wish to insert for the record of the hearing a letter I received from Mr. Frank J. Pasquerilla, President of the Crown American Corporation headquartered in Johnstown. I quote from his letter: "Crown American must also address this issue from the point of view of an investor and local employer. One reason we have been able to remain headquartered in Johnstown is the fact that we operate a private jet. This has given us the operating flexibility to manage this Corporation's far flung interests . . . Our research indicated that the removal of the Johnstown FSS would severely affect our operation and limit our flexibility. This could possibly lead us to reconsider our position in the community."

Mr. Pasquerilla goes on to note: "We in Johnstown are currently fighting for our economic survival. Some local employers, (no-steel related) who are phasing out of Johnstown have state '<u>accessibility</u> to Johnstown and <u>quality</u> of air service (air capability) as a major contribution factor.' How will closing the FSS aid in our local economic development?"

The answer, of course, is that it will not; closing the FSS will severely damage the economic recovery efforts of the Johnstown area. I do not believe there is any doubt that this type of economic negative was not the intent of Congress of the FAA in its decisions on flight service stations. But it remains equally clear that will be the practical affect of a closing of the Johnstown/Cambria County Airport.

It is essential, Mr. Chairman, that we work with the FAA on developing the criteria that will allow us to keep vital, special airports such as serves Johnstown and Cambria County open with full flight service capabilities.

I am enclosing for the hearing record the letter I received from Mr. Pasquerilla, plus a letter from Airport Manager William Santoro which outlines the problems and difficulties we would encounter by closing the airport facilities.

In the last fourteen years we have taken major steps at the Johnstown/Cambria County Airport -- we have seen a tremendous improvement in air safety from the previous record; we have made the airport a valuable contributor to attracting and retaining new business and job opportunities for one of the hardest hit economic areas in the country. If the consolidation is allowed to go through without making arrangements for special circumstances

such as Johnstown, then the effect of this decision will be to retard the area's economic future, and to return it to an era when it may well once again become known to pilots as the "Graveyard of the Alleghenies." To provoke these results would be irresponsible. In addition, it would be totally unfair to the thousands of taxpayers that live in this area. I look forward to working with you to keep this valuable community resource operating in Johnstown.

Thank you very much.

Letter From W.L. Santoro, Manager, Johnstown-Cambria County Airport, Pennsylvania

December 13, 1984

Congressman John P. Murtha
431 Cannon House Office Bldg.
Washington, D. C. 20515

Dear Jack:

Once again the ugly rumor of the closing of Johnstown's Flight Service Facility has reared its ugly head. However, this time I have reason to believe that it's beyond the rumor stage and is factual in the minds of some F.A.A. personnel. It is imperative that we not permit the closing of the Johnstown Facility. We must never, never go back to the time when this area was commonly referred to as the "Graveyard of the Alleghenies" in reference to fatal air crashes!

I recently had the opportunity to skim through the F.A.A.'s so called "Orange Book" (Planned Office & Facility Consolidations). The "Orange Book" emphasizes the statement of safety being first and foremost. If one speaks of closing the Johnstown FSS, then safety is surely in jeopardy.

If the Johnstown FSS is decommissioned, the fact that the six FAA employees will move or work in the Altoona area is not important. To have six fewer employees or families in Cambria County is not going to effect the local economy to any great degree. Although with the economy as it is in Johnstown, each is very important! But to have NO FAA employees on duty at the Johnstown Facility as the 400-500 weekly operations (take-offs/landings) continue at the Johnstown-Cambria County Airport certainly will have an effect on safety.

The Johnstown FSS serves the aviation community in many aspects, however, the four MAJOR catergories are: pilot weather briefings, airport advisories, weather observations and search and rescue for overdue aircraft. In most cases search and rescue procedures may be handled by telephone and the loss of this service could be absorbed by the new Altoona facility.

SOME, and the emphasis is on the word, SOME, not most of the pilot weather briefings could be handled by Altoona also, but certainly not most of the responsibility. The fact that a pilot visiting the Johnstown Facility in person-- to observe the actual and forecast conditions, is of utmost importance. The FAA guidance material to pilot certification and flight instructors ALWAYS RECOMMENDS that a pilot should visit the FSS in person if at all possible. The location of the Johnstown Airport between the mountain ridges on the East and West certainly affects the pilot weather briefing because of the variation of the rapidly changing weather patterns. There is absolutely no accurate method of informing a pilot of the weather conditions occuring at the Johnstown Airport, if the person conducting the briefing is located 50 miles from the weather phenomenon.

The weather observations taken by the FAA personnel goes hand-in-hand with pilot weather briefing. The FAA's plan to "farm-out" the observation duties to others is very poor. If the Johnstown FSS is decommissioned, the airline ticket agents or the fixed-base operator would be responsible for recording and observing the unusual weather conditions at Johnstown. One needs not be a pilot to understand the rapidly changing and unique weather patterns in the vicinity of the airport. Anyone who has lived in this area: has driven in or out of this community: or has flown in the vicinity of Johnstown can attest to the fact that the weather here is seldom the same as a few miles away or a few minutes earlier. Sure, an airline ticket agent or fixed-base operator is capable of observing weather... but where lies the priority of duties? How does a ticket agent justify leaving a line of passengers at a counter unattended as he checks the position of a thunderstorm. Or does he pause from loading baggage to see if the fog is lifting or does he have time to stop de-icing the aircraft to record the change in visibility? Is the fixed-base operator going to delay the fuel sale of 300 or 400 gallons in order to observe and record the maximum wind gusts of the past hour? The FAA FSS specialists update, record and transmit the Johnstown weather to other FAA Facilities and to arriving and departing aircraft as the weather changes minute by minute, not between writing tickets or fueling aircraft. The decommission of the Johnstown FSS and the proposed leasing the weather observation duties to other personnel would be a definite NEGATIVE FACTOR REGARDING SAFETY.

The fourth major duty of the Johnstown FSS is the issuance of airport advisories. Presently the traffic count averages 63 take/off landings for a day. But perhaps more important than the number of operations is the mixing of hi-speed aircraft with low speed traffic. Seldom does one aircrait arrive or depart the airport that another aircraft is not in the pattern. With three intersecting runways, mixed traffic, various and unique weather conditions and VFR (visual flight rules) and IFR (instrument flight rules) operations all interacting continuously, the lack of advisories would certainly jeopardize safety. Many "small" airports are operated by pilots broadcasting their position and intentions on "UNICOM" (a party line frequency), but this practice is usually at a small airport with one runway. The lack of a manned advisory system such as the Johnstown FSS would be opening the door for a tragic accident.

In addition to air traffic the FSS is in constant communication with snow removal and maintenance vehicles. Will a remoted communications outlet to the Altoona Facility inform a lear jet on the ILS (instrument landing system) at Johnstown that a snow plow is on Runway 15/33? Or that there are snow drifts near the end of Runway 5/27? Their is no replacement for safety if remote communications replace a manned facility. Remote communication cannot and will not replace a manned facility. Incidentally, the procedure of weather observation by outsiders was practiced at one time at Johnstown with the weather observer reporting on an hourly basis. Unfortunately, this very method contributed to a fatal Sunday Afternoon crash that claimed the life of Attorney General Walter Allesdroni and others some years ago.

Jack, I know that you are personally aware of the unique weather conditions encountered in Johnstown and I repeat we do not--want to be know again as the "Graveyard of the Alleghenies".

We respectfully request your assistance in the ongoing fight to keep the Flight Service Station at Johnstown a manned facility.

Sincerely,

W. L. Santoro,
Manager

LETTER FROM FRANK J. PASQUERILLA, PRESIDENT, CROWN AMERICAN, CORP.

December 20, 1984

The Honorable John P. Murtha
United States House of Representatives
2423 Rayburn House Building
Washington, D. C. 20515

Dear Jack:

It has come to our attention that the Federal Aviation Administration has scheduled to close the Johnstown Flight Service Station (F.S.S.) located at the Johnstown CAmbria County Airport in August, 1985.

We must go on record and support our Airport Management and Board of Authority as to be completely opposed to the deactivation of this flight service station. Crown American's opposition to the closure is threefold:

1. CROWN AMERICAN MUST ALSO ADDRESS THIS ISSUE FROM THE POINT OF VIEW OF AN INVESTOR AND LOCAL EMPLOYER. ONE REASON WE HAVE BEEN ABLE TO REMAIN HEADQUARTERED IN JOHNSTOWN IS THE FACT THAT WE OPERATE A PRIVATE JET. THIS HAS GIVEN US THE OPERATING FLEXIBILITY TO MANAGE THIS CORPORATION'S FAR FLUNG INTERESTS.

   To this end, we have invested well over 7 million dollars, over one-half million dollars in a hangar facility alone. Crown American's flight operations also generate local revenues in the form of fuel sales, taxes and lease payments, etc.

   Our research indicated that the removal of the Johnstown F.S.S. would severely affect our operation and limit our flexibility. This could possibly lead us to reconsider our position in the community.

2. This is truly a significant fact when you consider there are between 400 and 500 flight operations weekly, and a thorough mix of all types of aircraft (high speed jets, helicopters, small single engine aircraft, and our Allegheny Commuter).

   Taking into consideration the amount and type of traffic we have at Johnstown, we now must consider the geographic and topigraphical location of the airport, and the particular weather phenomena that occurs there. Years ago, before Johnstown had a flight service station, we were known as "the graveyard of the Alleghenies." The reason for this is simple, the weather changes so rapidly and with such severity that even the most experienced pilot could fall victim to this phenomena. This quote by the National Weather Service, "because of Johnstown's particular location, it is nearly impossible to accurately forecast local weather changes."

3. The National Business Aircraft Association can provide the voluminous statistics to support the statement that the economic health of the local community is to a large degree dependent on the quality of air service and capability of its local airport. We in Johnstown are currently fighting for our economic survival. Some local employers, (non-steel related) who are phasing out of Johnstown have stated that "accessibility to Johnstown and quality of air service (air capability) as a major contribution factor." How will closing the F.S.S. aid in our local economic redevelopment? Instead of making our airport less capable, we as taxpayers and elected officials should be finding resources to improve airport capability (Example - state, federal and local funds for new snow removal equipment and personnel).

We at Crown American seek your help and support in assuring that the F.S.S. will stay in place, and efforts will be made to provide Johnstown's Airport Management with the necessary resources to improve the Johnstown air facility and therefore our community.

Sincerely,

CROWN AMERICAN CORPORATION

Frank J. Pasquerilla
President

[CLERK'S NOTE: FAA provided the following response to Congressman Murtha's letter:]

The Federal Aviation Administration (FAA) has a commitment to Congress and to the public to maintain safety as well as to promote air commerce and would avoid doing anything to compromise either. Safety of air transportation is vital, and accurate weather information plays an important part in achieving that safety.

Because of this, the FAA has pledged to maintain weather services at all sites where FSS's to be closed have been responsible for weather observations. The FAA is planning to use contractors to provide these weather observations. The National Weather Service will train the contractors to the same level they train our own FSS specialists today. After the contractors become certified weather observers, they will work side by side with our FSS specialists for a period of time to become expertly familiar with local conditions. When the FSS is closed, the contractors will provide the same type and number of observations from Johnstown as the FSS does today. This weather information, which will include information about sky condition, visibility, temperature, dew point, wind and altimeter setting in accordance with Public Law 97-248, will be passed along to the FSS at Altoona for dissemination. The FAA will certify to Congress that PL 97-248 is satisfied even before the FSS is closed. In this manner, weather observations will continue to be available, timely, and accurate for users at the Johnstown Cambria County Airport.

Pilots using the Johnstown Cambria County Airport will have access to that weather information through their aircraft radio or over the telephone using toll free lines. The loss of some face-to-face briefings will not reduce safety. Today, about 95 percent of approximately 60 million briefings per year are conducted over the telephone. These briefings are no less safe to the pilot than self-briefings or face-to-face briefings in an FSS.

The efficient dissemination of weather information to users is a prime factor in the FSS Modernization Plan. The move toward consolidation will, due to the more efficient use of resources, enable briefers to be more responsive to telephone inquiries.

There will be no derogation of safety when services and personnel are consolidated from Johnstown into the AFSS at Altoona. The existing air-ground communications system will remain in place, except that control will be provided by the AFSS. Airport information such as wind condition and altimeter settings will be available to the pilot as it is today. Remote communication outlets will serve as they do now in providing a link between pilots and the information and assistance they receive from the FSS's. This will ensure that aircraft in transit across the area can contact the AFSS, that downed aircraft signals can be monitored and located by FSS specialists, and that aircraft in distress can be aided through the use of direction-finding equipment.

The FSS specialists will continue to be trained and certified regarding their knowledge and ability to provide service for the entire area. In most cases specialists will be relocating to new facilities which are located in the same state as their present duty location. These specialists already have extensive detailed knowledge of their pilot briefing duties, and most training on the extended area knowledge will be provided prior to the opening of the AFSS.

Thus, the FAA is confident that safety will not be compromised, and pilots will benefit from the consolidation program. Information about consolidation and services which will be provided and enhanced with consolidation will be available to pilots in the Johnstown area through the FSS at Johnstown. Pilots will gain confidence in the new program with use. They are already used to dealing with Altoona FSS when Johnstown is closed at night.

The closing of the FSS at Johnstown should have no effect upon the viability of the Johnstown Cambria County Airport. The same level of service plus a number of new services, such as radar information, will be available to the pilots in the area. Commerce will not be affected and business at the airport should continue as usual.

Nevertheless, the FAA has made the decision to open the new building at Altoona with the existing Altoona FSS staff and the staff from the current FSS at Philipsburg. The FSS at Johnstown will be kept open until we are assured that services provided by the new Altoona FSS meet the needs of the flying public at Johnstown.

STATEMENT OF ROBERT A. COOKE, VICE PRESIDENT, OPERATIONS, NATIONAL BUSINESS AIRCRAFT ASSOCIATION, INC.

January 10, 1985

The Honorable Mark Andrews
Chairman
Senate Committee on Appropriations
Subcommittee on Transportation
U.S. Senate
Washington, D.C. 20510

Dear Senator Andrews:

The National Business Aircraft Association, on behalf of our more than 2800 member companies that operate more than 5000 aircraft, urges you and the Subcommittee on Transportation to vacate the prohibition placed on FAA that precludes consolidation of the Automated Flight Service Station System. For our part we shall try to convince other members of Congress that this program is vital and should proceed forthwith.

As a segment of the melting pot called General Aviation, our members depend on the services provided by FAA's Flight Service Station System. The current problems with the Flight Service Station System can only be alleviated in our view by the productivity gains that automation and consolidation provide.

Thank you for this opportunity to provide our comments for the record.

Sincerely,

R A Cooke

Robert A. Cooke
Vice President, Operations

RAC/kf

Letter From Bruce B. Henry, President, National Association of Air Traffic Specialists

January 2, 1985

The Honorable Mark Andrews
Chairman, Subcommittee on Transportation
Committee on Appropriations
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

This letter is relative to your hearings about the Federal Aviation Administration's Report entitled: "FY 1985-86 Planned Office and Facility Consolidations - To Improve System Effectiveness and Efficiency", dated December 1, 1984; (latest revision to the Orange Book).

Since this Association represents the Air Traffic Control Specialists (station), our comments will be limited to the Flight Service System, although there may be application to other consolidations as well.

We very much appreciate the concerns of the Committee on this matter and the wisdom of retaining approval authority by the Committee in its Report 98-561.

We wish to reemphasize a point made to your Committee in our statement dated May 2, 1984, relative to the Fiscal Year 1985 Budget Requests of the Federal Aviation Administration. In that testamony, we introduced a letter from Secretary Lewis to the Honorable Gene Taylor (dated January 31, 1983) which is germane to this entire issue and is quoted in part:

> "Although our original FSS modernization plan did include the establishment of automated stations prior to consolidation, the need to reduce the cost of Government makes it prudent to avail ourselves of the opportunity to consolidate FSS's as soon as feasible."

and further:

> "Your interest in this matter is appreciated. We hope we can count on your continued support for our future efforts to reduce the cost of Government."

(A copy of the entire letter is attached.)

Reducing the cost of Government is indeed meritorious, but if it is the underlying motivation, then aviation safety is reduced to a relative priority no better than second. Priority II for safety is unacceptable to our Association and we believe to the entire aviation community as well.

If judgment is made by the Committee to proceed with consolidations for 1985 as set forth by the Orange Book, we recommend that the Federal Aviation Administration be required to include information that the consolidations are taking place using the same old equipment in the new stations as is currently in use in existing stations.

This action would at least inform the flying public that nothing has changed except that Flight Service information and assistance is available at fewer locations. The pilot would then be in a position to evaluate the safety implications relative to his own aircraft and not expect greater effectiveness and efficiency as contemplated by the Federal Aviation Administration in the new Automated Flight Service Stations.

The position of this Association remains the same as that originally proposed by the Federal Aviation Administration:

"Modernize first - Then consolidate".

It is requested that this letter be made part of the official record.

Very respectfully,

Bruce B. Henry

Bruce B. Henry
President

LETTER FROM DREW LEWIS, SECRETARY OF TRANSPORTATION

JAN 31 1983

The Honorable Gene Taylor
House of Representatives
Washington, D.C. 20515

Dear Mr. Taylor:

Thank you for your recent letter requesting information regarding the closure and part-timing of flight service stations (FSS).

Presently, there are 317 FSS's in the National Airspace System. Forty-three of these are operating permanently on a part-time basis. We have not part-timed or closed permanently any FSS since 1980.

We plan to close and part-time as many FSS's in fiscal year 1983 as legislative restrictions will allow. Be assured before any such actions are taken, a thorough staff study will be completed for each location including the impact on personnel. Prior approval will be obtained from both the House and Senate Appropriations Committees as required by the Senate Appropriations Committee report accompanying the Department of Transportation and related agencies appropriations bill of 1983.

The concept of consolidating FSS functions into an automated facility has been proven sound at Leesburg, Virginia, which has been operating in that mode since 1976. Although our original FSS modernization plan did include the establishment of automated stations prior to consolidation, the need to reduce the cost of Government makes it prudent to avail ourselves of the opportunity to consolidate FSS's as soon as feasible. In doing so, I assure you that the users of the FSS system will receive the same services being provided today. In fact, the overall system productivity will increase as we proceed with consolidations.

Your support of our programs in the past is greatly appreciated. We will be happy to provide the information you requested. Please identify an individual on your staff that we can contact to develop a method of delivery and content.

Your interest in this matter is appreciated. We hope we can count on your continued support for our future efforts to reduce the cost of Government.

Sincerely,

Drew Lewis

SUBMITTED QUESTIONS

[CLERK'S NOTE: The following questions were not asked at the hearing but were submitted for response for the record:]

QUESTIONS SUBMITTED BY SENATOR ANDREWS

AUTOMATED EQUIPMENT - MODEL I

SENATOR ANDREWS: To what extent are FAA flight service specialists participating in this testing, and will they be in a position to suggest equipment changes?

ANSWER: Flight service station specialists are deeply involved in the testing being performed at the contractor's facility and the FAA Technical Center. They participated on the team witnessing the design qualification tests at the contractor's plant. They will also be actively involved in the shakedown testing at the Technical Center. Shakedown testing is designed to demonstrate that the system is ready for operational use, as such all team members will be in a position to suggest hardware and software modifications they deem necessary to improve system operation.

MODEL II

SENATOR ANDREWS: The consolidation report is unclear regarding "Model II" automated equipment, (which offers enhancements beyond Model I, such as weather radar graphics). Model II had been deferred in order to concentrate on Model I. Yet the report also states that Model II could be delivered by mid-FY 1987. Given the considerable delays for Model I, why do you feel confident of receiving Model II 2 years from this spring?

ANSWER: Model II has been deferred, not so much to concentrate on Model I, but in order that Model II can be built upon the basic Model I system design utilizing a substantial quantity of Model I software code. The FAA wanted to be sure the basic Model I was adequately tested prior to utilizing the existing code as the basis for adding Model II features. Current plans are to acquire Model II in three separate packages to lower the number of lines of code of software in each effort thereby substantially reducing schedule and cost risk. Given the availability of resources this approach combined with strengthened contractual requirements and Government on site engineering presence will enable delivery of the first Model 2 capability by mid-1987.

SENATOR ANDREWS: Last April, FAA testified that the system engineering contractor, Martin Marietta, was reviewing the relationship of Model II automation to Model I. The decision was pending on either a completely new set of computer software, or added software capabilities beyond Model I. What technical approach was recommended by Martin Marietta, and what decision did FAA make?

ANSWER: Martin Marietta recommended building Model II functions upon the Model I basic design so as to utilize as much Model I code as possible. They concur that packaging the Model II functions will further reduce schedule and cost risk. The FAA decision was made to acquire Model II in packages utilizing as much of the basic Model I software as possible.#

LEASED SERVICE A

SENATOR ANDREWS: Will installation of Model I automated equipment lead to elimination of Western Union leased service A? Will the AFSS sites you propose to open in FY 1985 without Model I equipment have leased service A? What will be the cost of using leased service A temporarily until Model I is available?

ANSWER: Installation of Model I equipment will eliminate most Western Union leased service A equipment at the automated sites. AFSS sites planned for commissioning in FY 1985 will initally be equipped with leased service A equipment at a cost of $7,000 per month (dependent on the size of the facility). It should be noted that leased service A equipment has been provided in many of the existing FSS's. The cost would have been incurred without regard to consolidation.

ANTICIPATED SAVINGS

SENATOR ANDREWS: What savings have been realized to date with the commissioning of four pre-1985 automated facilities? What savings are projected for the fourteen to be commissioned this year?

ANSWER: Of the four facilities already commissioned, Denver, CO; Bridgeport, CT; Cleveland, OH, and Dayton, OH; only Bridgeport has been subjected to detailed data gathering for the purpose of developing current cost effectiveness data. To date the Bridgeport facility has experienced a cost avoidance of over $400,000 and an annual rent savings of $111,000. The ten-year cumulative cost-effectiveness for Bridgeport is estimated at $3.2 million. After consolidations, the cumulative cost-effectiveness for Denver, Cleveland, and Dayton will be respectively: $909,000; $243,000 and $1,038,000.

The projected ten-year cumulative cost-effectiveness for the fourteen AFSS's to be commissioned this year is estimated to be $35,122,000. This figure was derived by adding the published cost effectiveness figures for the 13 facilities identified in this year's plan and last year's published estimate for Islip, NY. Islip will be commissioned in FY-1985 using its existing staffing, no other FSS's will be consolidated into Islip during the three years of the plan.

SENATOR ANDREWS: The consolidated plan (pg. 6) provides no estimate of communication cost savings, yet claims that they are "Significant"? Please explain the lack of savings estimate.

ANSWER: The FSS modernization, consolidation, and automation programs involve improvement and provision of flight services, with many changes in cost elements compared with the present flight service system. Leased communictions costs associated with flight services have been projected to increase, as the improved system is implemented. The projected and budgeted increases in leased communictions costs have been far outweighed by the projected and budgeted decreases in total costs for providing the forecast required level of quality flight services. The referenced paragraph of the consolidation plan identified with respect to the developing plans for the remote communications link network a previously uncalculated and unplanned opportunity for decreasing the rate of increase for leased communications. When the planned FSS consolidations take place, a portion of the current projected increases in leased communications costs will be eliminated by placing a portion of the consolidated communications services on the

RCL trunk network. The RCL trunk network plan is still being developed. It is presently estimated that about 50% of the AFSS facilities will be located in near proximity to the RCL network. It is estimated that the site specific studies will determine that it is cost effective to trunk a significant portion of these AFSS facilities leased communications onto the system. The final selection of the AFSS locations, decisions regarding the consolidation of FSSs into the AFSS loctions and the planned layout of the RCL network will need to be completed before specific savings estimates can be provided. We plan to be able to provide specific information next year.

FSS WORKLOAD

SENATOR ANDREWS: Provide an update to the chart found on page 7 of the October 1, 1983 consolidation plan. To what extent are private contractors of weather information eroding the level of services now provided or projected to be provided by the FSS specialist? What impact will this private sector use by the general aviation community have on automation of flight service stations?

ANSWER: We will include the updated chart for the record.

With respect to the impact of the private sector we believe that at present it is minimal. Over the long term we expect some level of the specialized briefings (primarily corporate aircraft--which we expect to satifsy via pilot self briefing features) would gravitate to the private sector.

In view of the current unmet demand and the activity levels forecast we do not expect that the services offered by the private sector would be detrimental to the cost effectiveness of this program. In any regard we would emphasize that the private sector appears to be interested only in limited segments of the total demand and that the modernized FSS system remains essential to the safety and efficiency of this nation's airspace system.

The information for the updated chart is as follows:

Flight Services Staffing and Productivity
Present through 1993

	1984	1985	1990	1993
Flight Services (millions)	56.8	59.6	71.7	76.8
Staffing	4430	4477	3654	3143
Flight Services Per Position	12800	13300	19600	24400

BUDGET ESTIMATE

SENATOR ANDREWS: Total automated flight service station budget requests were estimated last April at $422.2 million. What has been obligated to date, what is projected for both budget authority and obligations in FY 1985 and subsequent years? Is that total figure still accurate.

ANSWER: The estimate to complete the current FSS Automation Program continues to be $422.2 million. The table below provides additional information on the actual and projected budget authority and obligations for the program.

	Budget Authority	Obligations
Thru FY 1984	262.8M	171M (1)
FY 1985	39.4M	70M (1)
FY 1986 - 1990	120.0M (2)	120M (2)
FY 1991 & Beyond	-	61.2

NOTES: (1) Unobligated funds are committed for such activities as site preparation, equipment installation and buyout of leased communication equipment.

(2) These are estimated figures.

SENATOR ANDREWS: The original "Facilities and Equipment" Budget Request for Fiscal Year 1985 for FSS Modernization was $65.9 Million. The Secretary's December 6 letter shows a downward adjustment to $39.5 Million. What operational and research costs are budgeted for FY 1985? For the record, provide your budget request for FY 1986 for these items.

ANSWER: In FY 1985 $77.2 Million was appropriated for maintenance and leasing costs in operations and $5.1 Million for Research Engineering and Development. The current plans for FY 1986 show requirements for $82.3 Million in operations and $2.9 Million in Research Engineering and Development

BUDGET REQUEST

SENATOR ANDREWS: The consolidation report cites one-time implementation costs over three years of $29 million. How much is "Facilities and Equipment" expenses and "operations" expenses? Why are no future maintenance costs shown for the outyears?

ANSWER: The one time-implementation costs include only those costs required to relocate facilities, equipment and communications lines, and to transfer employees, the cost of the automation equipment itself is not included. Of the $29 million, roughly $6.2 million is "Facilities and Equipment" and $22.8 million is "operations". The calculation of cost effectiveness for each facility was developed from a comparison of operating costs of existing facilities versus the consolidated facilities, and that comparison included the salaries of maintenance personnel. Future maintenance costs were not considered as one-time implementation costs.

BRIDGEPORT AUTOMATED FLIGHT SERVICE STATION

SENATOR ANDREWS: What is the annual level of services being provided by Bridgeport AFSS compared to the separate FSS at Boston and Windsor Locks?

ANSWER: Bridgeport Activity History

1984 Activity Data - Boston/Windsor Locks 1/1/84-3/2/84 plus Bridgeport FSS 3/3/84-12/31/84

	Aircraft Contacted	Flight Plans	Pilot Briefs	Fast File	PATWAS	Flight Services
Jan	3,590	10,863	12,561			70,438
Feb	3,486	11704	23,132			73,158
Mar	4,353	12,536	22,185	1,471	5,948	74,003
Apr	5,516	14,557	25,102	709	7,916	84,834
May	6,407	15,980	29,865	671	8,554	98,097
Jun	7,099	17,781	32,818	460	8,116	108,297
Jul	8,170	19,234	36,690	1,110	9,814	120,018
Aug	8,550	22,028	39,860	1,236	10,022	132,326
Sep	7,062	16,485	28,329	782	7,250	96,690
Oct	6,204	17,354	30,969	746	8,421	102,850
Nov	5,588	13,480	25,954	495	7,944	84,456
Dec	5,298	11,975	25,766	589	8,446	80,780
						1,125,947

1983 Activity Data - Boston/Windsor Locks

	Aircraft Contacted	Flight Plans	Pilot Briefs	Fast File	PATWAS	Flight Services
Jan	3,882	10,749	21,961			69,302
Feb	4,023	10,081	19,692			63,569
Mar	4,327	13,521	24,507			80,383
Apr	4,780	15,861	25,982			88,466
May	5,385	16,303	32,004			101,999
Jun	6,682	15,803	31,524			101,336
Jul	8,560	16,092	36,732			114,208
Aug	8,315	19,556	39,158			125,743
Sep	7,207	15,086	28,872			95,123
Oct	5,547	15,135	28,894			93,605
Nov	4,551	12,653	26,641			83,139
Dec	3,956	10,594	22,738			70,620
						1,087,493

Bridgeport: 1984 Bridgeport/1983 Boston + Windsor Locks expressed as a percentage

Monthly				
January	101.6%	July	105.1%	
February	115.1%	August	105.2%	
March	92.1%	September	101.6%	
April	95.9%	October	109.9%	
May	96.2%	November	101.6%	
June	106.9%	December	114.4%	
			103.5%	YEARLY

With fast file and PATWAS reaching more users (Windsor Locks FSS did not have either), more pilots are being served. This does not reflect in the total figures as fast file and PATWAS are not included in the formula for total flight services. Thus even more than 103.5% of pilots are being served.

SENATOR ANDREWS: What are the personnel comparisons before and after consolidation?

ANSWER: The staffs are comparable.

Position	Boston+Windsor Locks 3/83	Bridgeport 3/84	12/84
1. EFAS Specialists(a)	5	5(c)	5(e)
2. Non EFAS FPL's(b)	38	25	38
3. Developmentals	13	27	12(f)
4. Flight Data Aids	0	2	0
5. Supervisory	12	8(d)	13
6. Training Staff	2	1	3(g)
TOTAL	70	68	71
OPERATIONAL (1,2,3)	56	56	55

(a) Enroute Flight Advisory Service Specialists
(b) Other Full-Performance Level Specialists
(c) One in training
(d) One on sick leave
(e) Bid out for one more
(f) Plus 4 pre-developmentals
(g) Two are on detail from operational positions

SENATOR ANDREWS: What annual savings will be realized for the first year of operation? Over ten years?

ANSWER: Estimated cost savings at Bridgeport consist of one-time avoidances and recurring savings or additional costs. One-time cost avoidances were realized by eliminating the need for relocating/rehabilitating the Boston FSS on Logan Airport. In addition, rental costs for two of the three facilities were avoided by moving into the Bridgeport FSS as soon as possible after its completion and terminating rental payments at Boston and Windsor Locks. The cost avoidances are summarized as follows:

Avoidance of Boston FSS relocation - $373,000
Avoidance of rental costs for
Boston and Windsor Locks - $111,000
(Annual rate of savings, applicable for length of time that all three facilities were rented).

In addition to the above cost avoidance, future savings will be realized as automated equipment is delivered and employees can be trained at Bridgeport without the need for TDY expenses from Boston and Windsor Locks. The future cost avoidance from training employees on site was estimated at about $73,800.

The consolidation to Bridgeport was designed to provide equal or better service to users rather than to realize cost savings in the short run. However, the ten-year cumulative cost-effectiveness at Bridgeport is estimated to be approximately $3 million. New or improved services, such as real-time weather radar and weather satellite photos, are being offered to all pilots in the flight plan area. Overall, the additional benefits provided by new or expanded user services result in a more cost effective and productive operation.

OTHER CONSOLIDATIONS

SENATOR ANDREWS: Five FSS's were to be consolidated during FY 1984 since they were on track at the time the Senate included language in the FY 1984 appropriation bill to stop facility consolidations. Which five were consolidated? How long did it take to accomplish these consolidations? What user surveys have been taken on the level of service provided since consolidation?

ANSWER: The 5 FSS's closed in the past 12 months were:
Yuma, AZ
Key West, FL
Cotulla, TX
Toledo, WA
Lone Rock, WI
Time to complete the consolidation activity ranged from 6 to 11 months. The pacing factor in each case was leased communications service. Routine evaluations of the consolidated facilities indicate a continued level of service. We have not noticed any adverse reaction from users in the affected areas. Informal discussions with user representatives support this assessment.

SENATOR ANDREWS: Will any of these consolidated FSS's receive Model I during 1985?

ANSWER: The 5 FSS's were consolidated into higher activity FSS's at:
Phoenix, AZ
San Diego, CA
Miami, FL
San Antonio, TX
Seattle, WA
Green Bay, WI
Model 1 should be operational at San Diego, Miami, and Green Bay in FY 1986, Seattle in FY 1987. Phoenix will be consolidated into Prescott, AZ, which is scheduled for Model 1 in FY 1986. San Antonio will be consolidated into the new AFSS at San Angelo in FY 1987.

TRAINING

SENATOR ANDREWS: The national guidelines call for a maximum of 80 hours on-site facility training, with an additional 40 hours allowed for facility rating study. Since specialists averaged 44-hours to become facility rated at Bridgeport, are you considering changing the training guidelines? What training plans are underway for those specialists consolidating over the next three years?

ANSWER: In addition to the periods you identified, an additional 80 hours are provided for area knowledge study and testing. For the most part, the personnel at Boston and Windsor Locks were full performance level specialists and were also able to accomplish a certain amount of training prior to the relocation to Bridgeport. Therefore, they were able to complete the required training in less than the time allotted.

We do not plan to change the maximum number of hours allowed for this activity.

Specialists reassigned through the consolidation activity included in this plan will complete training activities similar to that accomplished at Bridgeport. Area knowledge study material and tests will be developed for each of the new facilities. Additional study and lesson plans will also be prepared to accommodate the new equipment as it becomes available.

TOWER CLOSURES

SENATOR ANDREWS: What cost-benefit analysis, using alternative operation has been performed and what are the specific conclusions for each tower?

ANSWER: Indepth site-specific cost-benefit analyses were performed on each of the 6 control towers identified for permanent decommissioning. The results follow:

Location	Airport Ratio	Benefit-Cost Ratio
Imperial, CA	.57	.50
Miami (Dade-Collier), FL	.13	.08
Brunswick, GA	.37	.40
Danville, IL	.40	.36
Galesburg, IL	.65	.52
Ponce, PR	.19	.26

These analyses did apply reduced staffing per the revised staffing standard for control towers and costing data for FY 1984. All 6 control towers had been operated on a part-time basis prior to being closed temporarily in late 1981. Additionally, analyses were performed applying a lower cost assumed for a contract tower operation and the 6 towers did not meet criteria for retention.

None of the 6 control towers are cost-beneficial to operate under any criteria and are not forecast to meet criteria in the near future.

SENATOR ANDREWS: What is the status of towers currently operating, which were proposed for decommissioning last year [given the Committee's instruction last November not to close them]? Is the FAA continuing to review the balance of temporarily closed towers? If so, when will alternative cost/benefit analysis be concluded, and decisions reached on their future?

ANSWER: The control towers currently operating and previously identified as potential decommissioning candidates in last year's plan will continue to be operated as FAA facilities. All control towers will be reviewed annually to ensure that they meet retention criteria and are cost-beneficial to operate.

The FAA is continuing its review of the temporarily closed control towers. As of January 4, 1985, 25 towers remain closed temporarily. Of these 25 facilities, 6 towers have been identified for permanent closure in this year's plan, 3 towers were identified in FY 1984 for a contract tower operation and the FAA is in some phase of negotiation with the state or political subdivision for the operation of the tower, and the remaining 16 towers are being reviewed indepth for eligibility as potential candidates for and inclusion in the proposed national contract tower program. The FAA expects to complete its review of these towers in FY 1985 and commence appropriate actions for each site.

SENATOR ANDREWS: For each of the six towers proposed for decommissioning, what alternative tower facilities are available, at what distances, for pilot in distress?

ANSWER: For each of the six control towers proposed for decommissioning, approach/departure control services are provided to that airport by an adjacent radar approach control facility and/or the air route traffic control center responsible for the area. Communications are available at each airport with the approach control facility and/or the responsible flight service station for the pilots to use to obtain weather and airport information, flight plan information and clearances, and any assistance as required. Navigational aids are normally monitored by an adjacent facility and airport lighting is either radio controlled and/or operated by and the responsibility of airport management. The airport will continue operating after the tower is closed and adjacent airports and airports with control towers within an average distance of 50 miles are available.

Every effort will be made to ensure that services and components essential for continued airport operations and to the National Airspace System are maintained. Each of these 6 control towers has been closed temporarily since late 1981 with minimal impact on the users and the permanent closures will not have an adverse affect on the safety of the air traffic control system.

SENATOR ANDREWS: When will the Committee receive the plan for the 45 contract towers?

ANSWER: The FAA has already announced 15 of the 45 planned contract towers. These 15 were the FY 1984 locations of which 12 are in operation now and 3 are in some phase of negotiation with the state or political subdivision. The 15 are as follows:

Flagstaff, AZ	Ardmore, OK
Merced, CA*	Enid, OK
Topeka (Billard), KS	Pendleton, OR
Owensboro, KY	Mayaguez, PR*
Cape Girardeau, MO	North Myrtle Beach, SC
Farmington, NM	Laredo, TX
New Bern, NC*	Lewisburg, WV
Cleveland (Cuyahoga), OH	

* Negotiations in progress with the state or political subdivision for the operation and maintenance of these towers.

The additional 30 locations planned for FY 1985 have not been identified yet pending completion of the internal review of the FAA's proposed national contract tower program. The FAA expects to identify these 30 additional towers in FY 1985 and to commence the actions necessary to institute a contract tower operation. As soon as the plan is approved and the additional sites are identified, the Committee will be advised of the plan for the 45 contract towers in FY 1985.

SAVINGS -- OTHER ACTIONS

SENATOR ANDREWS: Last year's consolidation report called for 13 TRACON/ARTCC actions, 17 Airway Facilities Sector offices actions, and 29 Aviation Standards Offices actions during the FY 1984-86 timeframe. Is the TRACON consolidation "on hold" indefinitely? How many of the other actions have been accomplished so far? What savings have or will be realized compared to the

10-year cost effectiveness of $4 million, $12 million and $14 million for each category, respectively?

ANSWER: The planned effort to consolidate TRACON facilities with ARTCC's has been deferred until the installation of the host computer and implementation of the Area Control Facility (ACF) program. This program is expected to commence in the early 1990's. Ten of the 17 Airway Facility Office actions have been completed; two have been deferred to FY-1986; two planned for FY-1986 have been cancelled; the remaining three actions depend upon the location of the sector office in New York which has yet to be resolved. Of the 29 Aviation Standards Offices actions 15 have been accomplished; seven have been delayed; five have been cancelled and 2 are still planned for FY-1986.

The original 10-year cost effectiveness estimate was calculated with the savings to begin in the fiscal year following completion of the actions. Since the completed actions were accomplished in FY-1984, actual savings are just beginning to accrue in FY-1985. The $4 million 10-year cost effectiveness for the TRACON/ARTCC actions will not be realized at this time. Based upon the number of completed actions, $5 million of the $12 million estimated 10-year cost effectiveness for Airway Facility Sector Office realignment will be realized. Additional savings will begin to accrue when the deferred actions have been completed. For the AVS office actions, $11 million of the $14 million 10-year cost effectiveness estimate will be realized.

SENATOR ANDREWS: Why, for example, will ten-year savings for Airway Facilities Sector Office Realignment approach $33 million, rather than the original estimate of $12 million.

ANSWER: The estimate of $12 million was based on the actions planned last year for the FY 1984-1993 time frame and included a total of 18 postion savings. This year's report includes additional consolidations planned plus two deferred actions. The 10-year cost effectiveness estimate of $33 million accounts for a total of 78 positions savings and would be added to the $5 million plus revised estimate for last year's plan.

ALASKA

SENATOR ANDREWS: What is meant by the statement, "emergency services will be handled by the AFSS as they are today except that equipment and radio outlets will be terminated in the centralized location"?

Answer: There will be no change in the emergency services provided. The wording was intended to convey the thought that the same services would be provided from the AFSS, a centralized operation as compared to today's decentralized operation.

NORTH DAKOTA CONSOLIDATIONS

SENATOR ANDREWS: The December 1984 consolidation plan calls for opening the Grand Forks AFSS during FY 1987. When is the building scheduled to be ready for occupancy? Will the Grand Forks building open with Model I automated equipment? Why was the Jamestown FSS scheduled for the first consolidation? Can you outline the timetable for subsequent FSS consolidations in North Dakota?

Answer: The AFSS building to be constructed by the Grand Forks community is scheduled to be available to the FAA in October 1986. The new facility will be commissioned approximately six months later with Model 1 automation or leased service A equipment. In either case the Grand Forks AFSS will

receive Model II equipment when it becomes available. The FAA is presently reviewing the alternatives and will make a decision regarding Grand Forks within 30 days.

Jamestown FSS is scheduled to be consolidated at the time of commissioning to provide sufficient personnel to operate the facility effectively and to allow for the expansion of the flight plan area in a uniform manner across the state. The timetable for consolidation of the remaining FSSs in North Dakota has not yet been outlined. However, no additional consolidations will occur until the Grand Forks AFSS is operating with automation equipment.

ADDITIONAL NORTH DAKOTA QUESTION

SENATOR ANDREWS: Describe what alternative weather observation is available for pilots in the Jamestown, North Dakota area during the hours of 10:00 p.m. and 6:00 a.m. when the FSS is not staffed. Has FAA received complaints since the FSS was put on a part-time staffing status? Describe the nature of such problems any FAA corrective action.

ANSWER: The Jamestown FSS hours of operation were reduced to 16 per day effective October 1, 1984. Because this is a temporary condition, we have not arranged for continued observation service during the hours the FSS is closed. Surface weather observations are available from adjacent locations such as Bismarck, Fargo, and Grand Forks. We have not received any pilot objections regarding the part-time operation of Jamestown.

QUESTIONS SUBMITTED BY SENATOR CHILES

FLIGHT SERVICE STATIONS

SENATOR CHILES: Mr. Engen, as you know, Secretary Lewis in a letter dated January 31, 1983, made the following statement:

"Although our original FSS Modernization Plan would include the establishment of automated stations prior to consolidation, the need to reduce the cost of government makes it prudent to avail ourselves of the opportunity to consolidate FSS's as soon as feasible."

Mr. Engen, as you know, the Committee was told that consolidation would be made possible by advanced technology, referred to as Model I and Model II. The certification of this technology is now 2 1/2 years behind the original schedule and work on Model II has been terminated. While we all applaud efforts to save money, the aviation community, especially general aviation pilots, are concerned that without the new technology in place, they will not receive "equal or better service" and safety will be jeopardized by the inability to get timely and accurate weather briefings.

Mr. Engen, wouldn't it be better to defer consolidation until the new technology has been demonstrated?

ANSWER: Automation is not a prerequisite to the modified consolidation approach contained in our 1984 plan. Initially we plan to close the minimum number of FSS's (12 in FY 1985) required to accomplish the transition to the new facilities. All additional consolidations at each of the new locations will be deferred until such time that automation is available and operating. This revised plan will promote a measured means of introducing available technology, while providing maximum flexibility in the operation of existing FSS's.

The Model 1 system has been delivered to our Technical Center in Atlantic City, N.J., and will undergo an extensive test program. We expect to have 3 FSS's operating with Model 1 by the end of CY-1985. We have directed the contractor to defer work on Model 2 until such time that we have completed initial testing of Model 1 but we have not terminated that activity.

Consolidation of air traffic facilities is a well-tested tool used by FAA to effectively manage available resources while continuing to ensure and maintain a safe and efficient aviation system.

In the past ten years we have consolidated major FSS's at Leesburg and Bridgeport and have closed six lower activity FSS's and consolidated the personnel and services into busier facilities. In each case the consolidation was accomplished with a continued level of safety and essential service to the pilots involved.

SENATOR CHILES: General aviation pilots have told the Committee of their concern that the consolidated system will result in reduced safety because the weather information will be provided by computer and it will be more difficult to talk to the flight service specialists to get specific questions answered. There is a concern also that flight service

specialists will be less expert because of the wider geographic area they will need to cover. Will the new system reduce safety for general aviation? Will the new system require additional training in order to be used by general aviation pilots?

ANSWER: The new FSS system will maintain the high level of safety enjoyed by pilots using today's system. In most instances pilots will experience improvements in the timeliness and quality of service provided, thus, today's safety standards will be enhanced.

We are not aware of any requirement for additional pilot training that would be attributed to the planned FSS system. Also, our experience to date indicates there is no appreciable increase in specialist training required by consolidation. In most situations the specialist already has a working knowledge of the area being consolidated.

FLIGHT SERVICE STATIONS

SENATOR CHILES: The total AFSS consolidation proposal was estimated to cost $422.2 Million last April when the Committee held its FY 1985 hearings. Is that still an accurate estimate? For each category--hardware, software, buildings and other consolidation costs, please show how much has been appropriated, how much has been obligated and how much in additional funding will be required to complete the program. Does the $422.2 Million include all software development costs?

ANSWER: The total facilities and equipment program cost of $422.2M discussed during the FY 1985 budget hearings last April is still an accurate estimate for the current FSS Automation Program and includes all software development costs. Although development for Model 1 software has cost more than originally estimated, it is anticipated that the total program costs will be within the $422.2M identified. The following table lists funds appropriated and obligated to date and the additional funding required to complete the program, broken out by major program areas. (Note: For funds required to complete the distribution between program areas is an estimate and may change.)

	Appropriated Thru FY-1985	Obligated	Required To Complete
Hardware & Software	216.0	162.5	11.6
Buildings	56.1	8.4	16.7
Consolidation	30.1	.1	91.7
TOTAL	302.2	171.0	120.0

FLIGHT SERVICE STATIONS

SENATOR CHILES: Of the 61 new automated FSS sites, 57 sites have been selected and construction is now complete for 10 of the new buildings. For those completed buildings and those that will be completed thru 1985, please show completion date (i.e., availability date), the annual lease cost (or construction cost for Federal buildings), the amount of local funding in the

facility and before and after consolidation Federal payroll in the location.

ANSWER:

AFSS Location	Compl. Date	Lease* Const**	Est. Federal Payroll Before / After
Cleveland,OH	10/81	64,356	1,034,000 / 2,154,000
Denver,CO	8/82	**	1,524,000 / 2,462,000
Bridgeport,CT	8/83	100,000	2,068,000 / 2,708,000
Terre Haute,IN	10/83	1	354,000 / 3,078,000
Green Bay,WI	12/84	50,000	327,000 / 2,277,000
Dayton,OH	12/83	108,926	599,000 / 2,616,000
Macon,GA	12/84	62,500	354,000 / 3,909,000
Prescott,AZ	10/84	1	272,000 / 2,062,000
Conroe,TX	11/84	102,500	0 / 2,924,000
Leesburg,VA	11/84	129,600	2,150,000 / 3,724,000
De Ridder,LA	12/84	1	0 / 2,954,000
Fort Dodge,IA	1/85	1	0 / 2,370,000
Reno,NV	1/85	83,900	354,000 / 1,385,000
Columbia,MO	1/85	1	354,000 / 2,062,000
Islip,NY	3/85	160,000	1,333,000 / 2,616,000
McAlester,OK	1/85	1	190,000 / 2,739,000
Altoona,PA	2/85	1	299,000 / 1,939,000
Hawthorne,CA	3/85	171,000	1,633,000 / 2,801,000
Miami,FL	4/85	**	2,313,000 / 3,693,000
Nashville,TN	4/85	**	898,000 / 2,493,000
Riverside,CA	4/85	159,000	1,197,000 / 2,247,000
St Petersburg,FL	4/85	70,000	626,000 / 4,893,000
Columbus,NE	5/85	1	0 / 1,816 000
San Diego,CA	6/85	152,800	1,061,000 / 1,231,000
Williamsport,PA	7/85	1	245,000 / 2,678,000
McMinnville,OR	8/85	75,000	0 / 1,754,000
Kankakee,IL	8/85	1	0 / 2,493,000
Cedar City,UT	8/85	47,500	272,000 / 1,323,000
Anderson,SC	9/85	1	163,000 / 2,585,000
Milville,NJ	10/85	118,300	762,000 / 2,370,000
Chesterfield,MO	11/85	1	1,143,000 / 2,801,000
Princeton,MN	11/85	1	0 / 2,308,000

* Rental cost for the first year of occupancy.
** Estimate Federal construction at 1.2 million dollars.

Local funding is estimated to be 15.6 million dollars for the thirteen communities listed above who are or will be leasing an AFSS facility to FAA for one dollar per year. This is based upon an estimated average construction cost to each community of 1.2 million per facility (13 x 1.2 mil. = 15.6 mil.). In addition to the thirteen rent free buildings, several of the thirty-two communities listed above will be renting to FAA at substantially below market rental rates.

SENATOR CHILES: What percentage of demand is now being met by the current system of 311 flight service stations? What penalties exist for those pilots who do not use flight service stations to file flight plans and receive weather briefings?

ANSWER: Approximately 57M total flight services were

provided by FSS's in FY 1984. Based on data collected at a very small number of high activity FSS's we estimate that some 10-20% of the pilots who call a FSS hang up before receiving service. We do not have any data regarding how many of those pilots elect to call or not to call the FSS again for the same service request.

Pilots are required to avail themselves of information pertaining to the intended flight. This may be satisfied by a number of sources including FSS's, the National Weather Service, the Department of Defense, and numerous private and commercial companies.

Pilots who attempt to obtain briefings and file flight plans while in flight may experience some delay based on the number of pilots requesting service.

Pilots who attempt flight without proper preflight information/planning run the risk of encountering conditions which exceed the capability of the pilot or the aircraft, or both. Historically, this situation frequently results in structural damage and/or personal injury.

SENATOR CHILES: What is the status of the AWOS system that will be used to collect weather information in the new automated system? Is it fully certified?

ANSWER: An AWOS contract has been awarded to AMEX Systems Division for 372 systems in accordance with our specifications. The remaining 373 systems will be awarded under a competitive contract in April 1986. These systems will be fully certified in accordance with procedures coordinated with the NWS. In addition, three manufacturers (Artais, Cardion, and Weather Measure) have systems which are fully certified.

SENATOR CHILES: In the last week of January, Model 1 software was delivered to the FAA Technical Center for testing and by April or May all reliability tests will be completed. In April we understand that Cleveland, Bridgeport and Dayton will receive the new Model 1 systems. Is this schedule correct? When will Model 1 be fully certified? When will work be resumed on Model II? When will Model II be certified? Model 1 has been delayed 2-1/2 years. How much has this delay added to the developmental cost?

ANSWER: The first Model 1 system was delivered to the FAA Technical Center in mid December 1984, after completing the first phase of design qualification tests at the contractor's facility.

Delivery to the first field locations (Cleveland, Bridgeport and Dayton) will be made in May 1985. The first sites will be commissioned for operational use in December 1985 with the last sites coming on line in November 1986.

It is anticipated that work will resume on the Model 2 system in mid-1985. The first Model 2 system would be delivered in mid-1987 and be commissioned by early 1988.

The delays in Model 1 automation have added approximately $30 million to the development cost. The total estimated program cost continues to be $422.2 million; however, funds may need to be redistributed between program elements.

SENATOR CHILES: Is any other component of the NAS plan delayed because of the slow down of Model I and/or Model II? Could the NAS Plan be succeessfully implemented without Model I and Model II technology?

ANSWER: The delays encountered with the development of Model I and Model II automation only impacts the FSS's ability to modernize the FSS system and the benefits to be realized from that modernization. It has not delayed any other component of the NAS plan and will not adversely effect the implementation of those programs.

SENATOR CHILES: If no additional funds are appropriated for Flight Service Station consolidation in 1986 and there is a 1-year interruption in additional funding for the program, would there be any delay in program implementation.

ANSWER: If no additional funds are appropriated for consolidation in FY-1986 there would be no impact on program implementation. Due to the delays encountered in prior year consolidation plans, the FAA would be able to make adjustments within previous consolidation appropriations to fund planned consolidation activities through FY 1986. However if there was a interruption in the funding of the rest of the program it would delay program implementation. Funds will be required for development of Model II software and to provide equipment, other than automation, for new AFSS buildings that will become available during that time frame.

SENATOR CHILES: According to at least one source, the single most problem ridden area is the Model I and II human engineering "with most controls awkward or out of reach for virtually any specialist". Following is a review of the human factors provided to the Committee:

HUMAN FACTORS

The FAA provided all Human Engineering for the Model I and II systems.

The keyboard was at a comfortable level, however, the recess in which it sat fit the keyboard quite closely. As a result, the keyboard was awkward to use comfortably. A specialist's arms must either rest on the console countertop while manipulating the keyboard from the sides, or they must be held closely to one's sides to operate the keyboard in a normal fashion.

The keys are spaced rather closely together, and in the event of a mistake, the cursor moves only about half the speed of that in the LSAS. Keys frequently used such as "Enter" and "Page Enter" are no larger and the same color as adjacent keys. The only redeeming factor is that they were placed at the end of their respective rows.

There was an adequate amount of legroom for most specialists to sit comfortably upright at the position.

There are only about eight inches of counter surface to the left of the keyboard recess. This is wholly inadequate for a left-handed specialist requiring a writing surface. The amount of counter space to the right of the keyboard recess is adequate for the normal assortment of briefing materials such as a map depicting weather reporting locations and report types available under glases or plastic (used in finding alternate routes or airports), a Location Identifiers Handbook, scratch pad, and

briefing log if necessary. Any other materials would have to be kept in a shelf unit under the counter, on top of the console, or in the meager drawer provided.

The alphanumeric (lower) display and graphics (upper) display generally seem to be located and tilted for comfortable viewing by most specialists with a minimum of movement. This is fortunate since the displays themselves cannot tilt.

The selector buttons on about the right-most 1/3 of the telephone panel are out of reach. Due to the amount of space left above and below the telephone panel, it would be much more desirable to arrange the system vertically then horizontally. Also, the telephone keypad has been placed on the far right of the lower console--well out of the reach of virtually any specialist.

The radio communications panel is also an example of poor design. First, the speaker is located in the upper console section, requiring a higher volume than if placed in the lower console, closer to the specialist's ears. (One such position would be in the blank panel to the left of the alphanumeric display.)

Second, any radio control functions (switch on transmitter, mute frequencies, or adjust the volume) require the specialist to rise to a 1/3 to 1/2 standing position. This would become tiresome and aggrivating after a very short time.

It seems to be a relatively simple operation to change the ribbon on the printer as it is in front and horizontal. The printer must sit a considerable distance from the wall or other obstacle to allow the specialist access to the rear of the printer to add paper. (The paper supply is in the rear and inaccesesible from the front.) The paper is also very wide which will be an inconvenience to the pilot whose weather will only be printed on the left half of the paper. This is a tremendous waste of paper, both in this instance and in the amount of paper which must be advanced to allow tearing.

Does FAA have any plans to redesign any of the system to improve Human Factors? If not, why not?

ANSWER: Human engineering of the Model I and Model II systems is an area that has been extensively planned and carefully designed prior to Model I production. Decisions regarding specifications of specialist interactive functions or equipment/console placement were determined only after actual models and mock-up configurations were tested and evaluated by field specialists. As we have experienced in the major system developments, human engineering and human factors considerations represents a collection of opinions resulting in design criteria that "best fits" and satisfies the most personnnel. Such is the FSAS design.

The specific comments provided with the question that related to positioning and operation of the commmunications equipment are believed to have originated from an automation display at the ATCA convention intended to demonstrate the Model I computer system. The communications equipment, provided to fill up blank panels in the console, was not the actual equipment that will be provided nor was it placed in the actual configuration planned for field use.

The final shakedown of the Model I equipment at the Technical Center, accomplished largely by field personnel, will ensure that all aspects of human factors are satisfactorily demonstrated to support operational use of the system.

SENATOR CHILES: In the October 1, 1983 Consolidation Activity Report it was reported that 630 positions would be saved by the proposed consolidations. Is that still a good estimate? Please provide the Committee information by fiscal year showing how many positions will be lost each year.

ANSWER: The estimated position savings projected in the December 12, 1984 Consolidation Activity Report have been reduced to 150 positons. The figures by fiscal years are as follows: FY 85-94 positions; FY 86-42 positions; and FY 87-14 positions. The primary reason for this reducton is the change in the tower decommissioning program. The number of positions saved due to ATCT closure has been reduced from 468 to 49 as the number of towers to be closed has declined from 52 to 6. Additionally, the reduction of positions saved in the FSS program, from 78 to 14, is due to our efforts to proceed with FSS consolidations in a more measured way. The plan now calls for consolidation of 87 FSS facilities rather than 104.

AIR TRAFFIC CONTROL TOWERS

SENATOR CHILES: In FY 1983, the Committee funded 30 contract towers. Have those facilities been identified? If so, what are they? If not, when will the locations be identified?

ANSWER: The 30 additional contract towers planned for FY 1985 have not been identified yet. The FAA expects to identify these locations in FY 1985 and commence the actions to institute a contract tower operation.

SENATOR CHILES: Does the FAA program provide for non-Federal towers to be included?

ANSWER: The FAA's proposed national contract tower program would consider non-Federal towers if they applied for the program and, after a thorough review, are validated as meeting criteria. Once validated appropriate budgetary planning would be initiated.

SENATOR CHILES: How should the program best be designed or adjusted to permit non-Federal towers to compete in the contract tower program?

ANSWER: The FAA's proposed program has been designed to permit non-Federal towers to compete in the contract tower program if they meet criteria after applying for the program and being thoroughly reviewed, and dependent on budgetary limitations.

SENATOR CHILES: For the 15 contract towers identified for funding with FY 1984 funds and for the Lakeland and Albert Whitted Airports in Florida, please list the Phase I criteria factors for each tower.

ANSWER: The following figures are the Phase I criteria for each tower requested based on the tower discontinuance formula.

Location	Phase I
Flagstaff, AZ*	.96*
Merced, CA	.82
Topeka (Billard), KS	.85
Owensboro, KY*	.76*
Cape Girardeau, MO*	.58*
Farmington, NM*	1.22*
New Bern, NC	.92
Cleveland (Cuyahoga), OH	1.36
Ardmore, OK*	.71*
Enid, OK	.94
Pendleton, OR*	.48*
Mayaguez, PR	.81
North Myrtle Beach, SC	.86
Laredo, TX	1.07
Lewisburg, WV*	.38*
St. Petersburg (Whitted), FL	1.06
Lakeland, FL (.32 based on tower establishment criteria using data from August 1984 on-site traffic activity survey)	.70

* Control towers place-named by Congress for contract tower operation.

CONCLUSION OF HEARING

Senator ANDREWS. That concludes the hearing. The subcommittee will recess and reconvene at the call of the Chair.

[Whereupon, at 11:10 o'clock a.m. Friday, January 4, the hearing was concluded and the subcommittee was recessed to reconvene at the call of the Chair.]

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